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ABSTRACT

The three volumes of this document report the oral and written testimony of persons who testified at hearings on reauthorization of the Carl D. Perkins Vocational Education Act. Persons who testified or submitted written statements included: the U.S. Secretary of Education, the president of the American Vocational Association, the vice-president of the American Federation of Teachers, and officials of many other professional and educational associations; superintendents of state departments of education and city school systems; administrators of community and technical colleges; and representatives of business and labor. The testimony addressed the effectiveness of the present Perkins Act and its strengths and weaknesses and suggested amendments that would improve its implementation, particularly in regard to disadvantaged youth. (The text of the proposed amended legislation is included in the report.) (KC)

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HEARINGS ON H.R. 7, A BILL TO EXTEND THE CARL D. PERKINS VOCATIONAL EDUCATION ACT--Volume 1.

HEARING ON H.R. 7, A BILL TO EXTEND THE CARL D. PERKINS VOCATIONAL EDUCATION ACT--Volume 2.

HEARING ON H.R. 7, REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT AND H.R. 22, TECH-PREP EDUCATION ACT--Volume 3.

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HEARINGS ON H.R. 7, A BILL TO EXTEND THE CARL D. PERKINS VOCATIONAL EDUCATION ACT—Volume 1

HEARINGS

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

HEARINGS HELD IN WASHINGTON, DC, MARCH 7, 9, 16, AND 21, 1989

Serial No. 101-15

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H.R. 7, A BILL TO EXTEND THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

TUESDAY, MARCH 7, 1989

House of Representatives,
Subcommittee on Elementary, Secondary, and
Vocational Education,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to call, at 10:05 a.m., in room 2175, Rayburn House Office Building, Hon. Augustus F. Hawkins (Chairman of the subcommittee) presiding.

Members present: Representatives Hawkins, Ford, Perkins, Sawyer, Lowey, Unsoeld, Smith and Gunderson.

Staff present: John Jennings, counsel; Diane Stark, legislative specialist; Beverly Griffin, research assistant; Andrew Hartman, Republican staff director; Jo-Marie St. Martin, education counsel; and Beth Buehlmann, education coordinator.

Chairman **Hawkins**. The Subcommittee on Elementary, Secondary, and Vocational Education is called to order.

Today, the subcommittee begins five days of hearings in preparation for the reauthorization of the Carl D. Perkins Vocational Education Act. During these hearings, we hope to receive advice from all the diverse groups interested in vocational education so that we can fashion the best possible bill.

Our overriding purpose must be to use this reauthorization as an opportunity to provide America with a better trained work force, and we look forward to hearing the testimony.

The chair would yield to any of the Members who may wish to have an opening statement.

Mr. Bartlett.

Mr. Gunderson.

Mr. **Gunderson**. There is a big difference in philosophy between Mr. Bartlett and Mr. Gunderson on vocational education, Mr. Chairman.

I simply want to commend you for beginning to hold these hearings. I take one of my great prides in the nine years I've been here, having been a part of, I believe, two previous reauthorizations now, and there is probably nothing that is more important to preparing our work force for the next century and the year 200 than what we do in vocational education. Frankly, we face some real great challenges here, through this reauthorization in determining what the future role of vocational education will be. There are some who, it seems, believe vocational education ought to be nothing but a glorified community or junior liberal arts college; there are others who believe vocational education is only some kind of training for the disadvantaged and the poor. I believe neither case really fits the bill of preparing an ongoing work force for a high-technology society.

You, Mr. Chairman, have a great commitment to this, and I have to tell you, there is probably no area in all of our education agenda that I look more forward to than these hearings and this reauthorization of the Perkins Act.

Thank you.

Chairman **Hawkins**. Thank you, Mr. Gunderson.

The chair would certainly like to commend you on the spirit with which we begin these hearings. I'm confident the reauthorization is going to be one on which we will get consensus and we will have a bipartisan approach, and I think that in that spirit we will move forward.

Mrs. Unsoeld, would you care to make a statement?

Mrs. **Unsoeld**. Thank you, Mr. Chairman, and members of the committee, and the witnesses who are going to be here today.

I am grateful that you are going to be here, and I apologize that I am going to have to also attend another committee meeting, and, having not learned cloning yet, I'm going to have to settle for frustration in reading your testimony but also reading the questions and answers as they are transcribed. So my apologies, but thank you very much for being here and sharing your knowledge with us.

Chairman **Hawkins**. Mr. Smith.

Mr. **Smith**. Thank you, Mr. Chairman.

I, too, would like to congratulate you on not only starting early in the process but the number of hearings, and it looks as if the data in the research that we have to go over is going to inform our deliberations in the reauthorization of this act.

As one who has been involved in education at all levels, and at the community college level specifically professionally, I am acutely aware of what I believe is a great need to get beyond the labels—and I would associate myself with what Mr. Gunderson has said—and to ask ourselves a very difficult question, and that is, are we, in fact, doing the best that we can do in assisting young men and women as they begin a process of school-to-work transition? Rather than thinking of it in terms of vocational education or in terms of community college education or in terms of JTPA or all the other programs we have, we ought to look at it, I think, from the point of view of the individual, who begins some place around the eighth grade to try to focus on what his or her future is going to be.

The fact of the matter is that in this country we under-resource those people, we undervalue those people, and we, in fact, do not support them as intelligently or as effectively as I think we would hope to and have hoped to with previous legislation, and the result is that the 50 percent of children who graduate from high school and go on to college receive significantly more resources, and we know that, and enjoy, on balance, significantly more success in this society as citizens and as economic participants, and the 50 percent who do not, in fact, have exactly the reverse—less success, less fruitfulness as citizens and as economic participants.

That is the underpinning of what we call competitiveness. But competitiveness is something that can blur our vision also. It is people who, every day in their lives, feel in control of their lives and in control of what it is they can and would like to do for a living. That is what I think the reauthorization hearings are about, and I'm hoping that we will be able to get behind those labels and do something for the young people of this country, who are under-resourced at this point, to make sure that they get the shot at life and at productivity that they want for themselves.

Thank you, Mr. Chairman.

Chairman **Hawkins**. Thank you.

Mr. Sawyer.

Mr. **Sawyer**. Thank you, Mr. Chairman. I want to thank you for convening this first in a series of reauthorization hearings as well.

I have a longer statement that I would like to include in the record.

Chairman **Hawkins**. Without objection, it is so ordered.

Mr. **Sawyer**. But at this point, just let me say that, given the relatively small amount of funding that we do have to deal with, it is critically important that we make every effort required to agree on a clear set of goals and shared outcomes and to address a range of issues that include but are not limited to the status of set-asides and program improvement funds, the work that we have to do to increase the integration of basic skills in voc. ed. programs, and to coordinate secondary and post-secondary programs, and, in doing so, to recognize the labor market and regional differences and the force of demographic trends that affects all of those questions.

With that, I think I'll just stop and include the rest in the record. Thank you, Mr. Chairman.

[The prepared statement of Hon. Thomas C. Sawyer follows:]

Opening Statement of Hon. Thomas C. Sawyer, a Representative in Congress From the State of Ohio

Mr. Chairman: I want to thank you for convening this first in a series of reauthorization hearings for the Carl D. Perkins Vocational Education Act. I strongly believe that the timing is right to make some real, strengthening changes in this important federal law.

As I say that I also realize that we will face some difficult issues. However, given the small amount of federal funding that drives this important effort, I believe that we must make a greater effort to agree on a set of goals and desired outcomes for this program.

As we begin to address some of these issues—such as the status of the set-asides and program improvement funds, the extent to which we should increase integration of basic skills in vocational education programs, or how to better coordinate secondary and post-secondary programs—we should recognize key regional differences such as labor market and demographic trends.

This nation's vocational education system could, and should, become an important component in a comprehensive and highly integrated federal policy toward life-long learning and training. We know right now that workers will need to retrain four to five times during their working lives. This means they will need to acquire skills that are adaptable to changing economic conditions. More needs to be done on-site, in the workplace; but the national vocational education system is another place where we can advance larger, long-term goals.

I look forward to the testimony of today's witnesses.

Chairman **Hawkins**. Thank you, Mr. Sawyer.

The chair would like to introduce and request that the witnesses, as named, will be seated at the witness table. Fortunately, we have everyone this morning on a panel. It is the hope that we can hear from them with as liberal a ten-minute presentation as possible, then have what appears to be a very exciting exchange of views after all of the witnesses have presented their prepared statements.

The statements, in their entirety, will be printed in the record, and we would obviously appreciate that the witnesses confine themselves to the highlights of their statements, and then we can expedite the hearings and proceed to the reauthorization itself. This may, indeed, be the tail that wags the dog, but I guess the committee will attempt to make it a big tail anyway.

Mr. James Kadamus, assistant commissioner for occupational and career education, New York Department of Education; Dr. Donald G. Phelps, chancellor of the Los Angeles Community Colleges; Mr. John Wirt, director, National Assessment of Vocational Education; Mr. William Gainer, associate director, Human Resources Division, the U.S. General Accounting Office; and Ms. Eleanor Chelimsky, director, Program Evaluation and Methodology Division, the U.S. General Accounting Office.

Ladies and gentlemen, we appreciate your appearing before the committee. Unfortunately, Dr. Phelps has indicated to me that Dr. Thomas Stevens, president, L.A. Trade-Technical College, who was supposed to accompany him, because of a death in the family, cannot be present this morning.

I just simply wanted to indicate that Dr. Phelps will, in effect, be speaking for the entire Los Angeles community colleges, including the L.A. Trade-Technical College.

Mr. Kadamus, I think you were called first, and we will proceed to hear from you.

STATEMENTS OF JAMES A. KADAMUS, ASSISTANT COMMISSIONER FOR OCCUPATIONAL AND CAREER EDUCATION, NEW YORK DEPARTMENT OF EDUCATION; DONALD G. PHELPS, CHANCELLOR, LOS ANGELES COMMUNITY COLLEGES; JOHN WIRT, DIRECTOR, NATIONAL ASSESSMENT OF VOCATIONAL EDUCATION, U.S. DEPARTMENT OF EDUCATION, ACCOMPANIED BY: ROB MEYER, LANA MURASKIN, AND DAVID GOODWIN, NAVE STAFF; WILLIAM GAINER, ASSOCIATE DIRECTOR, HUMAN RESOURCES DIVISION, U.S. GENERAL ACCOUNTING OFFICE; AND ELEANOR CHELIMSKY, DIRECTOR, PROGRAM EVALUATION AND METHODOLOGY DIVISION, U.S. GENERAL ACCOUNTING OFFICE, ACCOMPANIED BY ROBERT YORK, STUDY DIRECTOR; AND FRITZ MULHAUSER, PROJECT MANAGER

Mr. **Kadamus**. Thank you, Mr. Chairman and members of the committee and staff.

My name is James Kadamus. I'm president of the National Association of State Directors of Vocational Education and the assistant commissioner in New York State. With me is Darryl Parks, the State director from Ohio, who is our legislative chair; and Madelyn Hemmings, who is our association executive director.

I'd like to highlight four issues that are in our testimony: one, the role of vocational education in building a world-class work force: in providing quality education for all students; and ensuring life-long opportunities for individuals with special needs; and, fourth, increasing coordination of social, economic, and education programs.

First, on building a world-class work force, vocational technical education is the Nation's mainstream system for preparing people for skilled productive work. It is a major national resource and one we certainly can't overlook. The vocational technical education system includes 26,000 secondary, postsecondary adult staff equipped and funded institutions, and they serve over 16 million full- and part-time students in over 150 skills, trades, and occupations.

We know employers want an innovative and flexible work force for the future, and so vocational education must prepare students for specific occupations and ensure the students acquire the academic skills and conceptual knowledge to make them good analysts, problem solvers, technical implementers, and adaptable to changing circumstances—in other words, our definition of a world-class work force.

To do so, we need a continued and strengthened Federal investment through the basic State grant system; through State agencies with responsibility, authority, and accountability to provide that outstanding system; a contemporary definition of vocational education; a commitment to ensure programs are academically sound and respond to the labor market; and an encouragement to innovate and improve programs.

We think that Federal commitment can focus 50 States' unrelenting attention on building the work force we need, and that would be the main emphasis of the Federal role, the focus that you can give to 50 diverse States.

In terms of providing quality education for all, we must increase scientific, mathematical, communication, and reasoning skills if this country is to continue to grow and be competitive, and vocational education can play a significant role through applied academics, integrating vocational and academic education, articulating secondary and postsecondary programs, and expanding employer relations with vocational education.

Not everyone realizes that academic learning can occur in an applied setting, although research consistently has proven so. Vocational educators made an excellent start in this direction. The State directors formed a consortium a few years back to develop an applied academic curriculum. The first effort was an applied physics course called Principles of Technology. In 1988, the National Academy for the Advancement of Science recognized that program for its excellence and scientific curriculum, and it now exists in over 47 States. We are working on courses in applied mathematics, communications, and biology, and chemistry.

Promising efforts are under way to strengthen learning through better integrating academic and vocational curricula. In Ohio, we have 22,000 students in team-taught programs combining academic and vocational education, and a 14 southern State consortium is strengthening academic skills through vocational education. Arizona has some 40,000 students in programs which offer mathematics, communications, and English skills, science, and free enterprise credit.

Program improvement funds must be made available for research curriculum, professional development, and infusion, so that educators on a statewide basis can learn what needs to be done and put it into practice.

A secondary and postsecondary vocational technical curriculum must be made more decisively articulated or connected, and we support H.R. 22 sponsored by Congressman Ford so long as occupational skills are offered so that secondary students, their graduates, can get, in fact, marketable skills in entry-level jobs if, in fact, they do not continue on to postsecondary.

Vocational technical education cannot provide the work force our industries need unless we eliminate inefficiency in working with employers. To strengthen the employer relationship, the State directors recommend that the Congress fund Title III, part (e), of the Perkins Act on industry-education partnerships, establish grant programs to encourage employers to participate in planning, delivery, and evaluation of vocational technical programs, and provide job experience internships for teachers.

The State directors also recommend that Federal law direct States to devise planning, evaluation, and assessment systems for vocational education which encourage business and labor to communicate their needs and standards for the work force; to identify and adapt the characteristics of effective schools, bringing in that research; reinforce outcome measures and standards as an accountability measure, such as program completion, student competency, job placement and retention, and pursuing postsecondary education.

We believe that a national data system for vocational education is needed but that the Federal Government should establish data requirements only for those activities which it funds.

In terms of increasing access to special populations, given the current economic and demographic trends, we think we have a unique opportunity to relieve the joblessness that has plagued our poor, handicapped, and minorities for more than a quarter-century.

Increased competition means employers can only hire skilled, productive, and reliable employees. Those who have obtained those skills will have a wide variety of options in the labor market, and at-risk populations have traditionally been served by vocational technical education, but it must be quality programs.

To continue to improve opportunities for special populations, the State directors recommend that half the basic States' grants be directed to special populations while State flexibility and accountability to respond to those populations being increased; that you eliminate the matching requirements so that poor communities are not forced to return funds that they need; you concentrate funds on those areas of greatest need and create incentives to develop and replicate proven model programs.

In terms of coordinating with other programs, lasting welfare reform means finding successful combinations of support services and remediation so recipients can get the basic and occupational skills they need to be truly ready to get into the job market and stay in it.

In Colorado, five government agencies are collaborating to provide welfare mothers with associate degree nursing programs. In my own State of New York, the commissioner of education and the commissioner of social services have signed a joint agreement on welfare reform and education which stresses literacy and occupational skills for public recipients to move them off the cycle of poverty.

Increased cooperative initiatives will depend on the ability of policy-makers to think more comprehensively abut human resource development, and Federal legislation can encourage that by creating incentives for programs to combine funding from different resources, examine the Federal matching requirements, and include parallel language in different Federal acts affecting the same clients.

Vocational technical education can make significant contributions to resolving several crucial social and economic problems facing the Nation in building a world-class work force. The challenge is to make the highest quality vocational technical education the norm across the country to meet the needs of all our people and to advance our entire society in the coming century.

Thank you for the opportunity to be here today. I'll certainly be happy to respond to any questions.

[The prepared statement of James Kadamus follows:]

STATEMENT
of the
NATIONAL ASSOCIATION OF STATE DIRECTORS OF VOCATIONAL EDUCATION, INC.

before the

EDUCATION AND LABOR COMMITTEE
U. S. HOUSE OF REPRESENTATIVES

March 7, 1989

on

REAUTHORIZATION OF THE CARL PERKINS ACT

Mr. Chairman, my name is James Kadamus, President of the National Association of State Directors of Vocational Education, Inc. and State Director of Vocational Education for the State of New York. With me today is Madeleine Hemmings, Executive Director and Washington Representative for the Association. We appreciate the opportunity to come before you and the Committee this morning to discuss reauthorization of the Carl Perkins Vocational Education Act and the future of vocational education in general.

The National Association of State Directors of Vocational Education is an organization of 53 state vocational education agency heads committed to leadership and outstanding performance in vocational/technical education. The association has a growing membership of over 200 senior state staff and concerned business, labor and other education officials who share our commitment to quality occupational education at the secondary, post secondary and adult levels.

I will address four issues: developing a world class workforce, providing a quality education for all students, improving lifelong opportunities for individuals with special needs, and increasing the efficiency, effectiveness and coordination of social, economic and educational programs.

TOWARD A WORLD CLASS WORKFORCE:

Technological advances, global competition and demographic shifts now underway will change our nation and our way of life more dramatically than in any other time in our history. How can we prepare students and ourselves for individual and national success which is likely to involve coping with rapid change, disruptions and unexpected challenge? By calling on the vocational/technical education system to help increase individual productivity and create a skilled, versatile world class workforce able to thrive on change. If the United States can do this, we will maintain our world leadership and sustain our standard of living by maintaining our industrial and agricultural base and developing new industries.

Our skilled workers in occupations such as medical, computer and automotive technology, machine tooling, construction, and word processing are as important to our economy as research and development. It is they who make and maintain our new products and services. We must maintain and improve the system which produces them.

The vocational technical education system is the nation's mainstream system for preparing people for skilled, productive work. It is a major national resource which can make substantial and widespread measurable contributions to the solution of basic economic and social problems. Vocational/technical education is also a resource the country cannot afford to misunderstand, overlook, demean or allow to be mediocre.

The vocational education system includes 26,000 secondary, post-secondary and adult, staffed, equipped and funded institutions located in every community across the country. It serves more than 16 million full and part time students studying over 150 skills, trades and occupations. 60% of our students are in secondary programs (9.3 million) while 40% (6.4 million) are in postsecondary programs. Each year millions of adults participate in 43 million classes conducted by public vocational/technical institutions to learn new skills or upgrade existing ones. Dislocated workers get the longer-term training and theoretical background they need to enter new occupations. Employed adults are offered advanced or customized skill training often as part of state economic development strategies. Supervisors and small business executives get entrepreneurial and management training.The Congress, in reauthorizing the Carl Perkins Act, can keep this system focused on national needs, as the great Carl Perkins worked so many years to accomplish.

Every American must be prepared to earn a living. The purpose of vocational/technical education is to prepare people for employment and for life long learning. 50% of all students receive no education beyond high school. Many who go on to higher education do not graduate. They, like all of us, must succeed in the labor market in order to taste the promise of America. They cannot do so if they are not prepared.

Employers want an innovative and flexible workforce: employees who have mastered the technicalities of their job and who know the new basics: are able to conceptualize, solve problems, communicate, work on teams, resolve conflicts and more. Most employers, especially small businesses, cannot devote the time or resources to teach new employees basic occupation-specific skills such as secretarial science, electronic or laboratory technology and the new basics. Recent studies show that the people employers train are those who come to them with previous training. So vocational education must continue to prepare students for specific occupations and ensure that students acquire the academic skills and conceptual knowledge to make them good analysts and problem solvers adaptable to chancing circumstances. Federal legislation should reinforce vocational/technical education's role in creating the nation's world class workforce by standing behind this resource and helping us make it the best in the world. **To do so we need a continued and strengthened federal investment through the basic state grant system, state agencies with the responsibility, authority and accountability to provide an outstanding system, a contemporary definition of vocational education, encouragement to innovate and to improve secondary, post secondary and adult programs; commitment to assure programs are academically sound and responsive to existing and emerging labor market needs.** Only the federal commitment can focus a 50 state system's unrelenting attention on building the world class workforce we need.

TOWARDS A QUALITY EDUCATION FOR ALL

Most national reports and alerts about our society and our economy recommend strengthening the academic curriculum. Others remind us that our students no longer compete in mathematics with the average students of a similar age in European and Asian nations. This means we must raise the level of scientific, mathematical, communication and higher order reasoning skills across our who population if the country is to continue to grow. How can we raise the level of education for all students in this country?

Applied Academics

Conventional academic instruction motivates and appeals to a relatively small number of students. Many more appear to learn concepts and abstractions much more thoroughly when taught in practical, hands on situations. Researchers such as John Goodlad, Ted Sizer, Bernice McCarthy, Sue Berryman and Thomas Sticht have shown how applied learning makes basic skills and even more advanced academic skills available to a much wider population than many thought possible. The educational reform movement has not yet emphasized a more purposeful, rigorous and coherent program of vocational and academic studies as a mean to motivate all students to reach higher levels of academic and technical achievement. Not everyone realizes academic learning can be developed effectively in an applied setting a mainstay of vocational education.

Vocational educators, on their own, have made an excellent start in this direction. Well before the educational reform movement, state directors began to strengthen the related academic curricula by coming together in consortia of states to develop applied academic curricula using federal program improvement funds. The first effort was "Principles of Technology," an applied physics course designed to enable students to understand the scientific principles underlying a variety of occupations. The National Academy for the Advancement of Science recognized this curriculum in 1988 for excellence in scientific curriculum. It is now taught in at least 47 states and is gaining attention from the nation's science teachers.

Work is underway on a two year curriculum in applied mathematics, and courses in applied communications and applied biology/chemistry. Even as it is being tested, the mathematics course is attracting attention from secondary school mathematics supervisors as an effective replacement for high school general mathematics courses.

None of this would have been possible without the program improvement funds in the Carl Perkins Act. More needs to be done.

Integrating Vocational and Academic Education

Promising efforts are currently underway to strengthen learning through better integrating academic and vocational curricula by drawing on the special skills and abilities of both vocational and academic educators. Ohio has 22,000 students in team taught programs. The Southern Regional Education Board - State Vocational Education Consortium of 14 states is developing and implementing programs to strengthen academic skills. Arizona has 40,000 students in academic/vocational programs at the freshman and sophomore level. The Arizona students receive mathematics, communication/English, science and free enterprise credit for 16 vocational education programs. These efforts must be broadened and strengthened at all program levels including being made part of the state plan. National Program and/or state level program improvement funds must be available for research, curriculum development, professional development and infusion so that administrators, teachers, counselors and curriculum experts can learn what needs to be done, how to do it and how to evaluate it, then put into practice.

Articulation

Secondary and post-secondary vocational/technical curricula must be more decisively articulated. In many states a large proportion of the vocational high school graduates continue on to 2 and 4 year colleges - in some states the majority. More advanced technology demand longer training that can should start earlier and continue into coordinated articulated courses of instruction. Secondary and post-secondary faculties must come together to develop and implement articulated programs. HR. 22 incorporated into the Carl Perkins will means strong, articulated programs will happen. The state directors support including H.R. 22 into the reauthorized Carl Perkins Act as long as enough occupational skills continue to be taught at the secondary level so graduates can get entry level jobs in the occupation. The post-secondary effort must also be permitted to occur in certificate and associate degree programs. Programs must be designed to allow open exit and open entry so that students can carry their credits forward even it they must stop out for a time to work.

Employer Relations

Vocational technical education cannot provide the world class workforce our industries need in their quest to maintain a competitive edge unless there are close and effective working relationships with the employer community. Vocational technical education has a long tradition of working with employers. Now, however, there can be no inefficiency in this relationship. Our students will be successful to the extent they have the full range of knowledge and skills necessary to do today's and tomorrow's jobs.

To strengthen the employer-vocational education relationship, the state directors recommend that the Congress

fund Title III, Part E. of the Carl Perkins Act.

establish State Grant programs which encourage

local business and industry participation in planning, delivery and evaluating vocational-technical education programs;

job experience internships for teachers with local employers in which educators can identify and become proficient at the new job tasks required for changing and emerging occupations.

Accountability

No education system can meet student or employer needs if it has no system of accountability. Vocational education is outcome oriented and performance driven. The state directors recommend that the revised Carl Perkins Act direct states to devise planning, evaluation and assessment systems that

encourage business and labor to communicate their needs and standards to vocational education;

identify and adapt the characteristics of the most effective schools;

reinforce outcome measures and standards such as program completion, student competency, job placement and retention, entering military service and/or pursuing post-secondary education.

We recommend further work on the possibility of identifying all students by social security number and tracing their post high school experience through unemployment insurance and post-secondary institutional data systems.

The state directors believe a national data system for vocational education must be developed and maintained. Such a data system must be carefully designed with input from those who will be users including the states. We also support the proposal to design a system which draws on and develops comparable data to other educational data systems. But the federal government should establish data requirements only for activities funded at the federal level.

TOWARDS INCREASING ACCESS FOR INDIVIDUALS WITH SPECIAL NEEDS

During the next two decades, more and more students will come from poor and minority families — groups that have not always been well served by the nation's education system. By 1995, in some states, minority students will comprise the majority of secondary school students. At the same time, there will be substantially fewer 16-24 year olds entering the job market while the economy, growing at a moderate rate will create some 10 million new jobs per year.

This combination of labor shortage, job growth and increased special populations in school means the United States actually could relieve the joblessness that has plagued minorities, the poor and the handicapped for the past quarter century. On the other hand, employers struggling with global competition can only hire well-prepared employees who have the potential for high productivity and reliability. Those who can obtain the education and skills necessary in today's labor market have a wide open opportunity to work as qualified employees and to forever loose the "special," "different," "less able" label. Neither Congress nor the education system can afford to turn its back on this opportunity. If we do not pay for career preparation, we will pay in unemployment insurance, crime, jails, welfare systems, drug abuse and in genuine opportunity lost. We risk creating a permanent underclass - which eventually will mean major social unrest in the society. We cannot afford to neglect this opportunity because of budget constraints and lack of attention to an apparently small education issue.

Vocational technical education is helping at-risk populations prepare to compete in the workforce and obtain available jobs. Vocational technical education can do more. To do so however, at risk populations must have access to vocational/technical education that truly provides them with the full range of skills they need. Access to programs which bring people to a skill level less than is needed to succeed in the labor market are a cruel hoax. Such programs do not relieve people's economic disability, they reinforce it. Access alone is the answer for the special populations of this country. Students must have access to programs of the highest quality with support services available which enable those with special needs to achieve the full range and degree of skills they need.

Drop outs

The number of drop outs now equals the number who graduate from college each year. We know high school drop outs earn less, are unemployed more often and for longer periods of time and have greater difficulty getting jobs which include on-the-job training than high school graduates. Drop outs are more likely to be in jail, on welfare or experience other serious social difficulties. In a time of skills shortages, we cannot afford to loose this population from the productive workforce. In New York City, vocation high schools have a drop out rate that is one third the rate of comprehensive high schools. Reduced drop out rates are common in vocational programs across the country.

The historic contribution vocational education has made to combatting the drop out problem through competency based curriculum based on learning by doing should serve as a foundation for making vocational technical education a stronger component of the dropout solution. More energy must be devoted to solving this problem.

To continue to improve opportunities for special populations, the state directors recommend that federal legislation should:

> **direct half of all basic state grants to assist special populations while increasing state flexibility and accountability to respond to their specific needs through state and/or local activities;**
>
> **eliminate the disadvantaged and handicapped fund matching requirements so poor states and localities are not forced to return funds for lack of a match;**
>
> **change state distribution formulas for special populations to concentrate funds to the areas most in need and allow some funds to be used to conduct statewide activities to address those needs;**
>
> **include incentives for vocational technical education institutions to create and/or replicate proven model programs that serve special populations.**

offer incentives to attract more instructors and administrators from minority groups and other special populations.

require states to establish criteria for assessing the vocational/technical education contribution to the progress of special populations.

TOWARDS INCREASING EFFICIENCY, EFFECTIVENESS AND COORDINATION OF SOCIAL, ECONOMIC AND EDUCATIONAL PROGRAMS

Recent educational reform is but one of several major efforts to improve the primary public services that support quality of life in this country. An interest in holding the nation's human service systems to new standards of accountability and efficiency arose in the 1980's and continues today. In part, concerns about rapidly rising costs motivate the call for major reforms in welfare, health and housing. Equally important are concerns that these services not perpetuate or encourage self-defeating dependence on government programs.

Lasting welfare reform will happen when we find successful combinations of assessment, basic skills education, occupational preparation, childcare, job placement, transportation and other services for recipients so they can get obtain the basic and occupational skills they need in programs which make them really job ready, help them get a job and stay in it.

As an example of what we mean, Colorado has started a program to train welfare mothers as associate degree registered nurses. This means funding by 5 agencies: the Colorado Community College and Occupational Education System, the Governor's Office of Job Training, the Colorado Council on Higher Education, the Colorado Department of Social Services and the State Department of Personnel which guarantees jobs on graduations. 32 welfare clients are in Associate Degree nursing programs and succeeding. They work 8 hours a day, 5 days a week in a 26 semester hour programs. All received remediation before starting the degree program. The biggest obstacle to the program has been providing child care.

Federal vocational education dollars will fund a policy and process evaluation to determine the efficiency and effectiveness of this new comprehenvsive approach so the sponsors can learn from it and create more programs based on this experience.

Vocational/technical education is working with welfare reform initiatives in a number of states and is contributing its substantial experience in assessment, basic skills education, occupational education, childcare and job placement to help welfare recipients become truly self sufficient.

Childcare:
Proposals to greatly expand subsidized childcare should include provision for training new childcare workers and managers. If massive child care systems are developed without staff training in early childhood development, our next generation will have been taken away from their caring mothers and warehoused. Who knows what social and personal problems this will cause but it cannot fail to cause them. Vocational-technical education's home economics professionals are today preparing staff and managers to give good day care at a reasonable cost. **Federal proposals for day care should include use of vocational technical education systems to prepare a qualified workforce and recognize the opportunities training settings provide for partially satisfying demands for child care services.**

These are not initiatives that vocational technical education can undertake alone. They require cooperation with other providers of human resource development services. Equally important they will depend on the ability of policy makers to think more comprehensively and to devise more effective configurations of social services.

Federal legislation can encourage vital coordination among agencies if it will

create incentives for programs to combine funding from different sources to provide the range of services needed by individuals with serious barriers to employment.

reexamine the match requirements to see whether they encourage or inhibit cooperation and collaboration among agencies directed to serve the same clients;

include parallel language in federal legislation affecting similar populations to encourage a climate in which cooperation and joint initiatives can occur.

CONCLUSION:

Vocational/technical education can make significant contributions to resolving several crucial social and economic problems facing our nation. In fact, solutions to those economic and social challenges demand that the United States adopt a modernized and flexible system of vocational/technical education that is committed to excellence in the preparation of a worldclass workforce and is closely linked to the employer community.

The challenge is to make the highest quality vocational/technical education the norm across the country. It is in this effort that the federal investment can be of most value.

Consequently, the National Association of State Directors of Vocational Education urges the Congress as well as individual states, to enact vocational/technical education laws that create a basic foundation of skills for American workers and provide continuing opportunities to acquire new and advanced skills that will be needed in the emerging global economy. Doing so will mean that efforts to assure access and support for special populations will bring our fellow citizens the real economic opportunity they seek and American employers will have the world class work force they can grow with.. The proposals we support will help ensure that our nation has a comprehensive network of high quality programs which meet the needs of all of our people to advance our entire society in the coming century.

Chairman HAWKINS. Thank you, Mr. Kadamus.

The chair would like to announce that Mr. Goodling has just informed me that, because of the weather conditions in Pennsylvania, he will not be able to make the meeting this morning. We regret that he cannot be with us this morning, but he would like to indicate that, had the weather been otherwise, he would have been with us. He has staff present at the hearing and, obviously, will get a direct report.

The next witness is Dr. Donald G. Phelps, chancellor, Los Angeles Community Colleges.

Dr. Phelps, we welcome you

Dr. PHELPS. Mr. Chairman and members of the committee, thank you for this opportunity to testify on legislation of high promise.

My name is Donald G. Phelps, and it is my privilege to serve as chancellor of the Los Angeles Community College District, the Nation's largest community-based institution of higher education. My testimony this morning is given in behalf of the American Association of Community and Junior Colleges, the Association of Community College Trustees, and their Joint Commission on Federal Relations.

If you would permit me, Mr. Chairman, a word on President Stevens, whose father did pass away suddenly on Friday, and the reason for his absence this morning, he has recently been promoted; he is the premier dean of the presidents in our college district; he is now vice chancellor for business and finance and is in the district office but would have liked to have been with us this morning and sends his deepest regrets.

In our view, the Perkins Vocational Education Act can and should be making a stronger and larger contribution to United States competitiveness than the act has up to now. Let me set the scene for you so that we are talking in terms of specifics from my area.

In 1987, the Los Angeles schools received a new superintendent. Leonard Britten, upon his arrival, realized that the Class of 2000 were their entering kindergarteners, and he decided that it might be well to get the Chamber of Commerce to give each of these kindergarten students new T-shirts saying "Class of 2000." He checked with the research office and found that there were 48,000 kindergarten students that entered the Los Angeles public schools in 1987. Of that number, 87 percent were minorities. In other words, the majority is now a minority of 13 percent, 67 percent Hispanic, most of whom spoke English as a second language rather than as a first language, to kind of put things in a framework.

The Perkins Act right now could well be the foundation of a national strategy for human resource development aimed at producing the world class work force our economy must have to keep pace with global competition. We do not propose that the act supplant the JTPA, the Vocational Rehabilitation Program, the Family Support Act, the Adult Education Act, or the GI bill, but it could help the various Federal training programs to work in strong and real concert.

Mr. Chairman, we urge the Congress to make partnerships the touchstone of the new act, partnerships between community colleges, secondary education, and the employer community, as well as the other agencies responsible for economic development.

As you know, our associations are strong supporters of the Ford bill, H.R. 22; the articulation of the "2 plus 2" programming that the Tech-Prep Education Act envisions would, in our view, bring faster and deeper improvement to vocational technical education than any other initiative yet proposed.

The professional development the Ford bill would stimulate between secondary and postsecondary faculties would inevitably improve program quality on both levels across the board, from the math and science courses to the specific technologies and laboratory courses. We ask your support for the $200 million authorization that the Ford bill proposes for the tech-prep program.

The larger purpose of the tech-prep associate degree program is to offer students a first-rate alternative to the time-honored college prep baccalaureate degree program. The two middle quartiles of students in most high schools need a strong program of applied academics and technical education.

Prior to becoming the chancellor of the Los Angeles Community Colleges last September, I served in the same capacity in Seattle, Washington. Just as in Los Angeles, we were working at an extremely rapid pace to organize our articulation projects with the public schools which would enable students to prepare, through their high school courses, for specific vocational programs.

For example, high school students currently can take one semester of college electronics while in high school, but if they could spend more time in high school on mathematics and basic electronic concepts, they would be able to enter the community college program at a second year level. They could move in one year into the bachelor degree program in electronic engineering technology offered by the various State four-year institutions.

If you take the new assembly bill that came out of the last session of the California State legislature, 12.5 percent of the top students may now enter the university system, a third of the top students can enter the Cal State university system, and the other two-thirds of students that complete high school must attend a community college before they can go on to a four-year institution.

We are finding that students going into a vocational track, more often than not, end up pursuing a baccalaureate degree. So we are not talking about cutting off the opportunity for students to indeed have an opportunity to receive or achieve a four-year baccalaureate degree if they so desire.

I can recall your comments, Mr. Chairman, at the recent Federal legislation workshop of the Association of College Trustees and your interest in the tech-prep program. We see it as a visionary program that, indeed, can mean the difference between alternatives in a way that does not cut off any avenues.

This also, incidentally, underscores the urgency of permanent restoration of Tax Code section 127, Employee Educational Assistance, one of the most effective competitiveness policies Congress has enacted. Demise of section 127 poses another chasm on the road to the world class work force.

We feel that the Perkins Act is certainly the best and most well understood of all Federal legislation as it relates to the private sector and how they feel about partnerships. They see this as economic development in the classic sense, the sense of individuals going to work and becoming productive.

I suspect that the thing that I see that is most tragic about a large area such as Los Angeles is the hopelessness of the young men and women that are not attending school, that have now moved on and find themselves in a no man's or a no woman's land. I recently attended a sports event, and I would swear that 15 to 20 percent of the young women 14, 15, 16 years old were carrying little babies, were mothers, and their look at life in terms of opportunities are mighty slim.

We have begun at Southwest College in Southwest Los Angeles and Trade Tech in downtown Los Angeles going out and bringing in and developing teen parent programs. We have 630 teenage parents, all ethnic minorities, all who are on welfare, that have entered into our program, and I'm pleased to announce that 222 of those individuals have completed their high school program at those two schools, Southwest and Trade-Tech, and this is one illustration of what I think the potential is for the reality of this program.

I thank you, Mr. Chairman, for this opportunity to testify. There is a great deal more that I can say specifically about programs, but in deference to time I will conclude my remarks thanking you on behalf of AACJC and the AACJC Joint Commission and urge the enactment of this reauthorization legislation.

[The prepared statement of Donald G. Phelps follows:]

ACCT

Joint Commission On Federal Relations

AACJC

Testimony

on

H.R. 7 and H.R. 22

by

Donald G. Phelps, Chancellor
Los Angeles Community College District

before the

Subcommittee on Elementary, Secondary
and Vocational Education
U.S. House of Representatives

March 7, 1989

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Mr. Chairman, thank you for this opportunity to testify on legislation of high promise. My name is Donald G. Phelps, and it is my privilege to serve as Chancellor of the Los Angeles Community College District, the nation's largest community-based institution of higher education. My testimony is given in behalf of the American Association of Community and Junior Colleges, the Association of Community College Trustees, and their Joint Commission on Federal Relations.

A recent conference of political and educational leaders from more than 100 countries, held in Geneva, Switzerland, called for an international campaign to, as the headlines put it, "make higher education more useful" to the world. To make education in general more useful to our nation and the world, Mr. Chairman, the reauthorization of the Perkins Vocational Education Act seems a fitting place to start.

In our view, the Perkins Vocational Education Act can and should be making a stronger and larger contribution to U.S. competitiveness than the Act has up to now. The community colleges have often wished that the VEA had developed into the lead federal program in workforce development. Perhaps because education itself failed to see in it the opportunity to embrace some of the nation's more pressing training needs, it has been eclipsed in significance to national productivity and employment by a series of training acts of larger impact -- most recently the Job Training Partnership Act, of which you were the House author.

The Perkins Act you write now could well be the foundation of a national strategy for human resource development, aimed at producing the world-class workforce our economy must have to keep pace with global competition. We do not propose that the Act supplant the JTPA, the Vocational Rehabilitation

Program, the Family Support Act, the Adult Education Act, or the GI Bill, but it could help the various federal training programs to work in real concert, one with another, toward the goal of a world-class workforce. We feel the chances that the U.S. economy will generate the strength and prosperity to blunt the mounting budget and trade deficits are dim, unless it starts the next century with a workforce that is proportionally equal in both quality and depth to that of any other industrial power.

Mr. Chairman, we urge the Congress to make partnerships the touchstone of the new Act. Partnerships between community colleges, secondary education, and the employer community, as well as the other agencies responsible for economic development. As you know, our Associations are strong supporters of the Ford bill, H.R. 22. The articulation -- the two-plus-two programming -- that the Tech-Prep Education Act envisions would, in our view, bring faster and deeper improvement to vocational-technical education than any other initiative yet proposed. The professional development that the Ford bill would stimulate between secondary and postsecondary faculties would inevitably improve program quality on both levels across the board, from the math and science courses to the specific technologies and laboratory courses. We ask your support for the $200 million authorization that the Ford bill proposes for the Tech-Prep program.

The nation's elementary-secondary systems have been eminently successful in this century at turning out students who complete baccalaureate degree programs. No other power comes close to matching our college-going rates; and large enrollments, starting with the first GI Bill, have contributed mightily to making American universities and colleges the envy of the world. Unfortunately, this is not the only vital purpose to be served by education.

As the Geneva conclave emphasized, it is high time that education in general and postsecondary education in particular become a stronger more effective tool for economic and social progress.

The larger purpose of the Tech-Prep associate degree program is to offer students a first-rate alternative to the time honored college prep baccalaureate degree program. The two middle quartiles of students in most high schools need a strong program of applied academics and technical education. Once students begin to see that Tech-Prep opens doors both to college and to good jobs that employers offer, or are developing, in their own communities, they will begin to see vocational-technical as a prestige program and begin to take education seriously. . .very seriously.

Prior to becoming the Chancellor of the Los Angeles Community Colleges last September, I served in the same capacity in the Seattle, Washington Community College District. Just as in Los Angeles, we were working at an extremely rapid pace to organize our articulation projects with the Seattle public schools which would enable students to prepare, through their high school courses, for specific vocational programs. For example, high school students currently can take one semester of college electronics while in high school, but if they could spend more time in high school on mathematics and basic electronic concepts, they would be able to enter the community college program at a second-year level. They could then move in one year into the bachelor degree program in electronic engineering technology offered by the various state four-year institutions.

When we talk to high school students, we often find that they see the nation's need for a world-class workforce as clearly as we do. They see the developments of first-rate two-plus-two programs as their opportunity to help shoulder that challenge.

Of course, many of the students that choose Tech-Prep will eventually study at senior colleges. That trend is already documented. Studies have shown that in some States with strong community college systems the associate degree graduates in technical education fields now go on to universities in almost the same proportions as the graduates of the regular university-transfer curriculum. Tech-Prep will enlarge that opportunity for more working Americans and make them that much better prepared to handle the recurring skill upgrades and career changes they are likely to face with increasing frequency, as technological change continues to accelerate in the workplace.

This incidentally also underscores the urgency of permanent restoration of tax code Section 127, employee educational assistance -- one of the most effective competitiveness policies Congress has enacted. Demise of Section 127 poses another chasm on the road to a world-class workforce. Our colleges have tried to take a global approach to the challenge of a world-class workforce. Such an imperative will only be achieved if we succeed in an orchestration of the separate federal human resource initiatives. With such experts as Pat Choate indicating that the average American can expect to change occupations three times and jobs seven times in a lifetime, we must take a more proactive and preventive approach to workforce training and retraining.

On this point, the House Wednesday Group has observed, "While billions of dollars are spent on plant and equipment or R&D, we see only a few million dollars invested in human capital. For example, under the current tax system, the tax incentives discussed. . . . total $79.2 billion in FY'86 for R&D and plant and equipment, but only $15 million for worker retraining. This imbalance, while reduced by the Tax Reform Act of 1986 ($50 billion versus $25 million for FY'88) nonetheless remains substantially skewed against retraining." With the December, 1988, expiration of Section 127, we have reversed field on even these modest gains.

Looking more specifically at the Perkins reauthorization, Mr. Chairman, the community colleges want to share several concerns and proposals:

1. The growing pace at which the workplace demands new skills and skill upgrades makes vocational-technical education an increasingly adult world, and the Perkins reauthorization should not only embrace this reality, but capitalize on it.
2. The same demand is making occupational training increasingly technical -- thus we urge that the Act be renamed the Vocational-Technical Education Act.
3. While the principle of "sole state Agency" may contribute to the efficiency of the program, the States should be required to make the state agency serving community and technical colleges an equal partner in the development and maintenance of the state plan.
4. The Act should mandate program articulation between high schools, adult vocational centers, and associate-degree-granting institutions -- thus reinforcing the emphasis of the Tech-Prep bill -- as well as with the Job Training Partnership Act, the Adult Education Act and the Family Support Act.
5. There should be stronger emphasis on partnerships with local employers, giving funding priority to programs that can show they are serving the skill needs of the employer community.

6. "Technical education" should be included in the terms defined by the Act. We suggest that it could be defined as any specialized career education program leading to an associate degree or requiring degree-credit education beyond high school without culminating in a bachelor's degree. It is essential that the reauthorization recognize the distinction between traditional high school diploma, vocational education programs and associate degree technical education or certificate programs. Technical education should be defined in the law as employment-focused education that meets technical job standards requiring competencies in science, mathematics, and technology beyond the secondary school level.

7. Data collection requirements under the Act should be simplified. Beyond identifying the special populations served by the program, data showing placement, employment persistence, and/or entry into additional training would be most useful.

8. The matching requirements and the complicated record keeping required to demonstrate the match make the cost of using Perkins funds prohibitive for many promising programs. For disadvantaged and handicapped students, Perkins funds may only be used as 25 percent of a project and the funding for the other 75 percent may not come out of normal maintenance of effort matching. It is also extremely costly and difficult to track the number of handicapped students in order to satisfy Perkins guidelines. We would like to be able to match with maintenance of effort funds and to make justified estimates of students served rather than precise documentation in all cases.

9. Finally, we propose that the authorization be increased by at least 50 percent, so that the federal incentive will be strong enough to draw the States, the schools and the colleges into a more serious and cohesive response to the national goal of a world-class workforce. Congress should also hold the States more accountable for showing precisely that the federal dollars were spent where you intended.

Mr. Chairman, I have taken the liberty of describing for you some of the most impressive programs supported by Perkins funds that are typical success stories:

** Teen Parent Program: 630 teenage parents, all ethnic minorities, all on welfare or low-income, were provided with tuition, child care, transportation, training in basic skills, access to systems, and parenting. From the six-month program, 22 completed high school and went on to vocational training or jobs. (Perkins funds matched with JTPA funds.)

** Community Health Advocates: 120 minority students per year, for four years, were trained as community health advocates, received internships and, upon completion of the one-year program, were employed in community clinics as advocates who could relate to culture of clinic patients. (Perkins funds matched by JTPA. With reduction of JTPA funds, program ended.)

** Tutoring for Disadvantaged Students: Over 400 disadvantaged students are assisted each year through tutoring in high-technology and mathematics courses to enable them to succeed in electronics programs. 50 more high-risk students are tutored and counseled for other vocational programs.

** College Preparation and Counseling: 400 disadvantaged students are receiving college and basic skill training and counseling to prepare for entry into allied health, business, information processing and accounting programs.

** Handicapped Support Group: 400 handicapped students each year are encouraged to remain in college programs through efforts of a support group which assists in problem solving, study skills.

** Consumer Homemaking: Fifty pregnant teenagers each year are given parent education in a program offered jointly with the University of Washington Medical Center, which provides health care and training.

** Access for Women: 150 women who are either on welfare or are single parents, displaced homemakers or disadvantaged have been assisted in preparing for and entering vocational career training,.

** Job Training for Single Parents: 125 single parents employed in child care agencies received support for upgrading in early childhood education management skills.

Mr. Chairman, permit us to make one more point about Tech-Prep . If you do enact and fund H.R. 22, the competitive grants should be funded directly from the Secretary's Office -- not allocated through the States, where the state agencies would take a cut off the top and reduce the instructional impact of your support. This approach might prove a useful yardstick to compare whether the direct grants or the State grants produce the quicker and stronger improvement in vocational-technical education.

Summing up, the community colleges believe that three goals should be paramount in the new Vocational-Technical Education Act. (1) It should serve as the lead builder in developing a world-class workforce. (2) It should also elevate both the image and popularity of vocational technical education, and, above all, (3) it must strengthen the linkages of the schools and the colleges to the employer community.

Thank you again, Mr. Chairman, for this opportunity to testify. We would appreciate it if the record could include the position statement on the Perkins Act reauthorization issued by the AACJC-ACCT Joint Commission on Federal Relations, which follows.

Chairman Hawkins. Thank you, Dr. Phelps.

The next witness is Mr. John Wirt, director of the National Assessment of Vocational Education of the U.S. Department of Education.

Mr. Wirt.

Mr. Wirt. Thank you, Mr. Chairman.

Mr. Chairman, members of the committee, my name is John Wirt, and I am director of the National Assessment of Vocational Education. Seated behind me are Rob Meyer, Lana Muraskin, and David Goodwin of the NAVE staff.

I would like to submit our written testimony for the record, but before proceeding I would also like to acknowledge the generous support of the Department of Education and the Office of Planning, Budget, and Evaluation for the National Assessment. However, the findings and recommendations that I will present are the views of NAVE and not necessarily the Department of Education.

In this testimony, I will very quickly review our findings about the Perkins Act and our most important findings about the secondary and postsecondary vocational education. Then I want to spend some time summarizing our proposal about Federal policy for the secondary and postsecondary sectors.

Our proposal is intended to focus Federal support on a few important goals, stimulate reform in vocational practice, and build the capacity of States to provide leadership that will enable vocational education to serve effectively those students most in need.

Our broad studies of vocational participation in outcomes have led us to conclude that the access and improvement needs of postsecondary and secondary vocational education are different and require different solutions.

Let me first turn to the implementation of the Perkins Act and I will proceed quickly through this.

Our main conclusion about the implementation of the Perkins Act is that the regulatory and implementation process has done little to translate its goals into effective programs and services. For example, States have used fund distribution methods that result in widely varying amounts among different educational levels and classes of institutions.

The intrastate formula for the handicapped and disadvantaged set-aside introduced by Perkins did not change the amount of funds for school districts with high poverty rates. The median amount of grants to school districts is too small, at $7,900, for most of them to carry out substantial activity.

At the secondary and postsecondary level, the Perkins program improvement funds are used primarily as general aid to purchase equipment. Federal rules that allow all equipment purchases to be considered improvement undoubtedly contributed to this.

To solve such problems of the act would require far more rigorous provisions and regulation than in the past. We note that Congress has not been inclined to do this, in part because the Federal funds are a small percentage of total vocational outlays.

I will now briefly summarize our principal findings concerning participation in the outcomes of secondary vocational education. The findings indicate major needs for improvement and promising directions for reform in secondary vocational education.

First of all, we find that vocational education is a much larger share of the secondary school curriculum than had been realized prior to our research; 97 percent of all 1982 high school graduates enrolled in at least some vocational education. Nearly one-half of all vocational credits are taken by students planning to attend community or four-year colleges. Another quarter of credits are taken by students planning to attend postsecondary vocational technical schools, and the rest by students who plan to work full-time for a living after leaving high school. Thus, the extent to which secondary and postsecondary vocational education are complementary and mutually coherent is very important.

The quality of vocational education available to students in poor schools is significantly poorer than to students in more affluent communities. Students in the poor schools are one-half as likely to have access to an area vocational center, a wide range of vocational offerings, and advanced level vocational courses.

With respect to the outcomes of secondary vocational education, we find that students who complete a coherent sequence of vocational courses and get good jobs earn considerably more than youth with less vocational training. The main problem is that less than half of all students get good jobs related to their training right after high school. The positive effects of vocational training are particularly strong for women.

Most secondary vocational courses are now pitched at an instructional level that provides no reinforcement or further development of basic mathematic skills, the one area where we could look because the necessary achievement data are available.

However, our research strongly suggests the possibilities of upgrading the academic rigor of secondary vocational education so that it could make a significant contribution to academic skill development. Our optimism is based on the following findings.

For lower ability students—that is, students in the bottom third of the ability distribution—a small group of math-related vocational courses is currently contributing a substantial amount to the development of their mathematical skills.

We also find that a group of mathematically intensive vocational courses, such as business math and vocational math, produce gains in math achievement that rival traditional mathematics courses. This notion that applied learning works for students is, I think, one of the most important ideas to come out of the National Assessment, and it is something that we need to build on.

Based on these findings, we propose a Federal role in vocational education having four main components:

First, the Federal Government should work with the States to develop vocational reform plans for upgrading their secondary system. These would not be the usual State plans. One major difference is that the Federal office would work with State education officials, legislators, governors, employers, and others to build support for reform.

The plans would have five objectives. One would be to upgrade the content of vocational courses in the State to emphasize more advanced, broad, and specific job skills that better prepare students for jobs that pay well and lead to other training opportunities for job growth.

The second objective of the plan should be to integrate and align academic and vocational curricula so that students come to vocational programs well equipped with fundamental academic skills, and vocational courses provide more opportunities for students to learn academic skills in applied settings.

The third objective should be to work with employers to increase the placement of high school students and create jobs that fully tap the upgraded vocational programs. We envision going beyond placement in existing jobs to expecting employers to create good jobs for students who have good skills.

A fourth objective is to increase the continuity of vocational training between secondary and postsecondary institutions, and then the last objective of the plan must be to ensure that at-risk students, particularly drop-out-prone students, handicapped students, limited English proficient students, and women enrolled in nontraditional programs have the extra assistance and services they need to succeed in these upgraded programs.

So the first element of our proposal for the secondary level is that there be State plans for the reform of vocational education.

I would just like to go on and indicate a couple of more components of the plan that we propose.

The second component of the Federal role that we propose is that the Federal Office of Vocational Education would help States to develop and support extensive systems of performance indicators for monitoring the pace of state-wide reform in vocational education. The indicators are intended to be a mechanism of accountability and also a way of discovering the needs for reform and indicating if progress is being made.

The third component is that the bulk of Federal resources should be concentrated on improving vocational education in a limited number of sites. These sites would be selected by the States and localities with the largest concentrations of at-risk students in the lowest-quality vocational education. Resources would be concentrated on these sites to accelerate the process of improvement and demonstrate the potential of vigorous reform efforts, as set out in the State reform plans.

Let me turn to postsecondary education. Post-secondary training is a growing enterprise central to the educational missions of institutions that award less than baccalaureate degrees. The major problem we find with postsecondary vocational education is that many students do not stay long enough to receive in-depth training. Data from the High School and Beyond Survey show that within four years of enrolling in a community college, technical institute, or proprietary school, 40 percent of the class of 1980 had left without obtaining a certificate or associate's degree. Upon entry, 90 percent of them had expected to do so. For minorities, the rates are higher. We find that one-third of all postsecondary vocational students take less than 12 credits in vocational subjects, and 50 percent of students go on to earn less than 24 credits.

We also find, however, similarly to the secondary level, that postsecondary training benefits students most when they get jobs that use the skills that they have learned in their vocational training. We find that students who complete certificates or degrees earn between 30 and 45 percent more of the vocational training than noncompleters, depending upon the type of institution they attend.

What we recommend for the postsecondary level is a system of performance incentives that would be key to three objectives—I will be very brief—improve rates of program completion and placement in training-related jobs, provide special assistance to at-risk populations for whom the problem of noncompletion is most serious, and improve the transition from secondary to postsecondary vocational education in a way that results in more coherent and in-depth training programs for students.

We emphasize that each State should develop its own performance system. Jim Kadamus mentioned that employers and the public would need to be involved in the development of indicator systems of the kind we indicate here.

We think the performance systems should be phased in over a three-year period, with the first phase the development of indicators, the second phase would move to the actual funding formulas that would distribute funds based on performance.

Finally, I have some remarks in my testimony about the extended and strengthened Federal Office of Vocational Education which we think would be absolutely critical to achieving these plans. I will not go further with those remarks, but I think without those efforts to strengthen the Federal office the kind of leadership role that we are calling for here would not stand as much chance of succeeding.

Thank you, and I apologize for taking so much time.

[The prepared statement of John G. Wirt follows:]

NATIONAL ASSESSMENT OF VOCATIONAL EDUCATION

Testimony of John G. Wirt, Director
March 7, 1989

Thank you very much for giving us the opportunity to present the findings and recommendations of the National Assessment of Vocational Education (NAVE). As you know, the National Assessment was requested by the Congress in the Perkins Act. For the past two and a half years, the NAVE has been conducting studies of participation in and the outcomes of vocational education at secondary and postsecondary levels. It has also been examining the implementation of the Perkins Act at federal, state, and local levels. From these studies we have concluded that while the Act's goals of increasing both "special population" access to high-quality vocational education and overall program improvement are important, there have been serious problems in implementing those goals. Equally important, however, our broad studies of vocational participation and have led us to conclude that the access and improvement needs of secondary and postsecondary vocational education are different and demand different solutions.

In this testimony, I will a) examine, briefly, the role of the Perkins Act in targeting resources and addressing the goals of the legislation; b) outline our most important findings about participation in and the outcomes of secondary and postsecondary vocational education; and c) lay out a proposal for federal policy in each sector that we believe will focus federal support on a few important goals, stimulate reform in vocational practice, build the capacity of states to provide leadership, establish accountability through performance measures, and enable vocational education to serve effectively those students most at risk. Our discussion of findings and recommendations, while intentionally brief, will be expanded in our final report and subsequent technical reports.

In the approach to reform described, the federal government will be called upon to play a major role. It will assist the states in developing appropriate and fair measures of program success. It will also undertake and evaluate demonstration programs (in areas such as applied learning and secondary-postsecondary program coordination), help states design performance standards and reward systems, and provide technical assistance as they implement new programs and performance measures.

I. POLICY IMPLEMENTATION UNDER THE PERKINS ACT

The Perkins Act has noble goals to expand access to quality vocational education for at risk populations and improve the quality of programs generally, but the regulatory and implementation process has done little to translate those goals into effective programs and services. In some cases, interpretation has undercut congressional intent and weakened important safeguards. In other cases, implementation has taken place but has failed to accomplish the Act's goals. In two of the most significant examples of regulatory problems:

> Certain regulatory interpretations have weakened important statutory provisions. For example, although the Perkins Act guarantees handicapped and disadvantaged students equal access to "the full range" of vocational programs and services, through regulation this guarantee has been limited to activities supported with federal funds. In another example, the statutory prohibition on supplanting state and local with federal funds has been rendered ineffective through the lack of any regulatory interpretation.
>
> States have been allowed to use funds distribution methods that result in widely varying allotments among different educational levels and classes of institutions. Congress specified that setaside funds for handicapped and disadvantaged students should be distributed among grantees according to a federally-specified formula based on the grantee's economic disadvantage and the numbers of such special population students served. States have been allowed to decide for themselves, however, to apportion such funds between the secondary and postsecondary levels and between local education agencies (LEAs) and area vocational schools before applying the statutory intrastate distribution formulas.

Other problems arise from differences in the ways in which funds are distributed to postsecondary institutions and LEAs, as well as targeted to students. On average, about 60% of federal resources flow to secondary and about 40% to postsecondary education, but there are widely different secondary/postsecondary ratios among the states. Those ratios appear to be the result of historical political agreements rather than drawn from state priorities for such concerns as serving 'at risk' students or bringing about vocational reform. Among our major findings:

> When a set of institutions is administered directly by a state office responsible for Perkins administration, funds tend to flow disproportionately to that set of institutions. In the most common example, when a State Education Agency is directly responsible for the administration of area vocational schools (secondary and/or postsecondary) federal funds tend to flow to that set of institutions at rates considerably higher than their percentages of overall vocational enrollments.
>
> Nationally, separate area vocational school districts receive a disproportionate share of the federal funds that flow to secondary vocational education. These districts receive about 30% of the funds that flow to secondary education. All area vocational schools (of which separate districts are only a part) account, however, for only about 9% of the vocational credits earned at the secondary level. Further, high schools whose students have the lowest socio-economic status are least likely to be linked to area vocational facilities.
>
> The intrastate formula for the handicapped and disadvantaged setasides introduced by the Perkins Act did not change the amount of funds for school districts with high poverty rates. Between 1981 and 1986, regular school districts with the highest poverty rates received roughly the same shares of resources. They received slightly more of the funds than they would have received on a purely per-capita basis, but considerably less than if poverty were the sole criteria for the distribution of Perkins funds.
>
> Presented with insufficient federal guidance, states and localities do little to 'target' federal resources to students with greatest needs. The statute definitions of 'disadvantaged' and 'vocational' student are too broad and elastic to delimit a target group in any meaningful sense. Federal regulations provide no guidance as to service priorities (e.g., concentrating funds or serving those in greatest need first). States occasionally introduce minimum grants or require pooling of handicapped and disadvantaged setasides but do little to set priorities for which students should be served. Districts and institutions have no systematic means for deciding (and often cannot even provide an accurate count of) which, among the many students meeting the Act's definitions, should be or are served.
>
> Most grants to school districts are too small to carry out any substantial activity. Grants to area school districts and postsecondary

institutions are larger. The median award to a school district is $7,900. About 63% receive grants, but most very small districts do not. Three-quarters of all school district awards are $25,000 or less. The median award to an area school district is $91,300 and the median award to a postsecondary institution is $92,400.

Finally, although many local administrators and practitioners are dedicated to assisting at-risk students and improving vocational offerings, our conclusions about the appropriateness of the uses of federal funds are quite mixed.

The Perkins Act appears to have played a role in increasing the amount of assessment offered to handicapped and disadvantaged students. School districts that received funds under these setasides were more likely than those that did not to receive funds to offer vocational assessments to all or most handicapped and disadvantaged students.

There remain problems, however, in linking services supported under the Act to improvement in the access of students to high quality vocational offerings. For example, assessments do little to determine or upgrade the vocational programs in which secondary students enroll. Furthermore, there are even problems in linking Perkins-aided academic remediation to vocational instruction. There is also reason to believe that funds are used for activities that are ongoing and expensive, i.e., those already incurring excess costs. Without a strong nonsupplanting provision, Perkins funds may be attributed to these activities without really increasing the amount of service.

The adult setaside appears to be used for the general support of adult vocational offerings of school districts, area schools and postsecondary institutions. It is often impossible for local personnel to identify the services that were provided with federal funds.

Most grants designed to promote sex equity are too small to carry out any but the most marginal activities. The median grant to a school district is $3,600 and three quarters of awards are $9,400 or less. Area schools report median grants of $8,120, also quite low. Although there is a strong relationship between receiving federal funds and mounting any activities aimed at promoting sex equity in vocational education, local officials report small, marginal activities.

At the secondary and postsecondary levels, the Perkins program improvement funds are used primarily as general aid to purchase equipment. While some such purchases are related to the introduction of a new or innovative program, many are routine replacement and updating. Some grantees view program improvement funds as "federal equipment money" and have little understanding of the broad goal of program improvement.

Federal rules that allow all equipment purchases to be considered improvement undoubtedly contribute to this use.

To solve the problems of enforcement of legal provisions and safeguards, targeting, peripheral services, funds substitution, and the like under the existing legal framework would require: 1) an effective nonsupplanting provision in law or regulation, 2) a linkage between additional services for special populations and upgraded offerings or better access, 3) minimum grants and fewer recipients, 4) student targeting provisions that required services be provided to those with the greatest need, and 5) limiting the amount of federal funds for equipment and the conditions under which such purchases could be made. We note that Congress has not been inclined to impose more rigorous requirements in the past, in part because the federal funds are a small percentage of total vocational outlays. Unless some action is taken, however, the current strategies will not have their intended effects. In the next section we propose alternative ways to achieve the goals of federal legislation while building the willingness and capacity of states and localities to carry out those goals now and in the future.

II. REFORM OF SECONDARY VOCATIONAL EDUCATION: FINDINGS AND RECOMMENDATIONS

First I will summarize briefly our principal findings concerning participation in and the outcomes of secondary vocational education. As you will see, our research findings indicate the need for a massive upgrading in the quality of secondary vocational education, comparable in scope to the recent and ongoing reforms of academic education. So far, the reform movement in education has largely bypassed vocational education. Nonetheless, our research has identified areas in which vocational education shows great promise, both in terms of its capacity to contribute substantially to economic development and to the development and augmentation of fundamental academic skills.

Based on this new evidence, we suggest that the reform of secondary vocational education should be based on a small number of focused objectives, which I will describe. To carry out those objectives, I will outline a possible federal strategy designed to stimulate reform in secondary vocational education that:

- Builds state capacity to upgrade and monitor vocational education
- Ensures that adequate support will be provided to at-risk students so that they can succeed in the best, most challenging vocational programs
- Expands the role of the federal government as a leader and support mechanism for upgrading vocational education.

A. Research Findings

The NAVE conducted an extensive analysis of nationally representative samples of high school transcripts for the classes of 1982 and 1987. These data provide rich, new insights into the structure of vocational education. Turning first to the class of 1982, we find that:

> Vocational education is a much larger share of the secondary school curriculum than had been realized prior to our research. Ninety-seven percent of all 1982 high school graduates enrolled in at least some vocational education in grades 9-12. Moreover, vocational education accounted for more than a quarter of all course work taken during the last two years of high school compared to 8.5% for mathematics and 18% for English courses. Given the large proportion of vocational education in the curriculum, the potential benefits of improving it are obvious.
>
> Enrollments in vocational education among non-college-bound youth are particularly large. In 1982, non-college-bound youth took about 37% of their 11th and 12th grade course work in vocational education, compared to only 5% in mathematics. Thus, efforts to upgrade secondary vocational education are particularly important for this segment of the population and, by extension, at-risk youth.
>
> Almost half of all vocational credits are taken by college-bound students; another quarter of credits are taken by students planning to obtain postsecondary vocational/technical training. For the class of 1982, only a quarter of all enrollments are taken by students who plan to work full time after leaving high school. Thus, the extent to which secondary and postsecondary vocational education are complementary and mutually coherent is very important.
>
> Non-college-bound students--the largest consumers of vocational education--took only 0.4 credits less in the "new basics" for each additional credit taken in vocational education. In the debate

over the relative merits of secondary academic and vocational education it has been assumed that there is a direct trade off between enrollments in vocational and academic courses. In the 1982 data we found that students "financed" their additional vocational course work, in large part by taking additional course work overall, rather than skimping on math, science, English, social studies, history, or foreign language.

Our next set of findings concern changes in course-taking patterns between 1982 and 1987, a period that has seen increases in state and local graduation requirements.

> Graduates of the high school class of 1987 took a total of nearly two more credits on average than graduates in the class of 1982. Nearly all of this increase was in academic credits, which increased by about 12.2% from 14.46% to 16.22%.
>
> Students who graduated in 1987 took nearly the same average amount of vocational education as students who graduated in 1982. There was a very small decline from an average of 4.38 credits in 1982 to 4.24 credits in 1987, or 3.1%.
>
> Total contact hours in vocational education delivered by schools fell substantially, however, because the total number of students graduating from high school dropped considerably between 1982 and 1987. The total credit hours of vocational education taught in school declined by 9.7%, due to a 6.8% decline in the student population.

Therefore, total enrollments in vocational education fell between 1982 and 1987, but primarily for demographic reasons and not because of the academic reform movement. Vocational education may be affected by academic reform in the future, however, since increased graduation requirements had not yet gone into effect in many school districts for the class of 1987.

We have also found that the quality of vocational education available to students in poor schools is significantly lower than that available to students in more affluent communities. Students in schools in the lowest quartile, as measured by average family income, student academic ability, and socio-economic status, are half as likely to have access to an area vocational center as other students. They are also in schools with less than half the total number of vocational courses and less than half the number of advanced vocational courses. At the same time, these students take much more vocational education on average than students in other schools (5.50 credits as compared with 3.24 credits in the top quartile) and fewer academic credits (11.34 credits as compared with 15.63 credits).

Our final set of findings addresses the outcomes of secondary vocational education. Our findings about the contribution of vocational education to youth earnings pertain to students who work after they leave high school and do not obtain postsecondary training. We find that:

> Students who complete a coherent sequence of vocational course work and obtain good jobs earn considerably more than comparable youth with less vocational training. A good job is one that demands a significant core of vocational and academic competencies. Moreover, the positive effects of vocational training are particularly strong for women.
>
> However, considerably fewer than half of all students obtain good jobs that are related to their vocational training. The students who do not get good jobs fail to reap the strong potential benefits of secondary vocational education.
>
> Most secondary vocational courses are now "pitched" at an instructional level that provides no reinforcement or further development of basic mathematics skills. This is particularly unfortunate since non-college-bound youth, particularly at-risk youth, take very few math courses during the last two years of high schools. It is also unfortunate because the best jobs in our economy often demand proficiency in mathematics as well as in communications and problem solving.

Despite the poor performance of most vocational education in raising academic skills, our research strongly suggests that it is possible to upgrade the academic rigor of secondary vocational education so that it could make a significant contribution to academic skill development. Our optimism is based on the following findings:

> For lower-ability students, a select group of math-related vocational courses currently contributes a substantial amount to the development of mathematics skills. However, these courses represent only about 18% of the vocational curriculum.
>
> A group of math-intensive vocational courses such as business math and vocational math produce gains in math achievement that rival

> *traditional mathematics courses*. Moreover, these courses are productive for students with high as well as low ability.

These results strongly suggest the potential of expanding the mathematics content of these and other vocational courses.

In our field research we visited a number of schools that are attempting to integrate vocational and academic education. These schools are in the process of developing programs of "applied learning" where the academic content of vocational education is being expanded and the content of both academic and vocational courses are taught in alignment--where academic and vocational learning reinforce each other. Bridging the gap that exists in education between academic and vocational teachers has been found to be one of the most important factors contributing to the success of these efforts. Staff development, time, and some extra resources are also required. Too few of these innovative efforts have been rigorously evaluated, however, to come to any firm conclusions about their educational effects.

B. Specific Objectives for Reform of Secondary Vocational Education

The research findings summarized above suggest to us the need both to upgrade secondary vocational education and to guarantee access to high quality vocational education for at-risk students. We believe that these twin goals, which motivate the Perkins Act as well, should be pursued through the following objectives:

1. Upgrade the skill level of vocational courses, including specific job skills *and* transferrable academic skills such as mathematics, communications, and problem solving.

2. Integrate high school academic and vocational curricula so that: (a) students come to vocational programs well equipped with fundamental academic skills and (b) vocational courses provide an applied context based on broad and specific job training that reinforces and enhances academic skills and motivates students to excel in both academic and vocational courses.

3. Accelerate the education of at-risk students by providing these students with the extra assistance to succeed in the demanding and highly rewarding vocational courses.

4. Aggressively improve the placement opportunities of vocational students seeking into good jobs.

5. Act to improve the linkages between secondary and postsecondary training so that the training is highly complementary for the majority of students who obtain training at both levels.

C. The Federal Role

To pursue these specific objectives successfully, vocational education will need the full support of parents, schools, state education officials, state legislatures, governors, employers, and the federal government. As in the case of the academic reform movement, upgrading vocational education must stand on the efforts of states and localities. The federal government, however, can be instrumental in spurring and aiding this reform. We propose a possible federal role that includes the following three components:

1. Work with the states to develop vocational reform plans for upgrading their secondary vocational education systems. The elements of the state plans would reflect the specific reform objectives just discussed. The plans would be developed by the states with the assistance of an expanded federal office. Our proposal relies heavily on states as the primary agents in reforming secondary vocational education. States are clearly the ultimate authority for public education. As we have learned from our implementation research and that of others, without a shared state and federal commitment to reforming vocational education, the federal resources are likely to have little real impact.

2. Help establish and support an extensive system of performance measures, which will permit states to monitor the pace of improvement in vocational education, much as they are now monitoring improvement in academic instruction. Our review of ongoing state reforms in education indicates that reliable measures of school performance are instrumental in fueling the public demand for serious program improvement.

3. Concentrate the remaining federal resources on implementing state plans for reforming secondary vocational education in a limited number of sites in all states. These sites would be selected by the states to include localities with the largest concentration of at-risk students and with the lowest quality vocational programs. The need for large-scale upgrading of secondary vocational education is clearly the most pressing in those school districts. We expect that these sites would demonstrate the potential of vigorous reform efforts, as set out in state vocational reform plans.

4. Implement a strong non-supplanting provision that applies to the sites that receive federal support.

In large part, the success of our proposal depends on the quality of state vocational reform plans developed by states with the support of the federal government. Reliable performance measures will serve as both an incentive for developing serious reform plans and as a yardstick for measuring the progress of these reform initiatives. Based on the specific reform objectives discussed earlier, we believe that state vocational reform plans should include the following types of activities:

1. Upgrade the content of vocational courses to emphasize more advanced broad and specific job skills and transferrable academic skills.

2. Align and integrate high school academic and vocational education. This could include developing new applied learning courses that integrate instruction in academic and vocational skills and requiring students in well-defined vocational programs to achieve mastery of both specific job-skills and core academic skills. As mentioned earlier, our research suggests that secondary vocational education has the potential to make an important contribution to the development of students' academic skills.

3. Increase the placement of high school students in jobs that fully tap the skills acquired in high school. Such activities could include creation or enlargement of job placement centers in high schools, increased contacts between vocational teachers and employers, and organizational arrangements with local employers, where part of the responsibility for linking high school students with good jobs should lie.

4. Increase the continuity of vocational training between secondary and postsecondary institutions by working with representatives from postsecondary education. Such plans could include financial incentives to nearby secondary and postsecondary institutions to establish well-defined sequences of training that cut across institutional boundaries.

5. Ensure that at-risk students, particularly dropout-prone students, handicapped students, limited-English proficient students, and women enrolled in nontraditional programs, obtain the assistance necessary to gain access to and succeed in high-grade vocational education. Such assistance could include providing supplementary tutoring to students with basic skill deficiencies.

6. Design and collect, with the assistance of the federal office, performance measures intended to assess the success of the specific program initiatives just mentioned. These should include

measures of individual performance: academic skills, occupational competencies, program completion and quality, job characteristics such as wages, occupation, and industry; as well as school-level measures such as access and performance of at-risk students.

III. REFORM OF POSTSECONDARY VOCATIONAL EDUCATION: FINDINGS AND RECOMMENDATIONS

Postsecondary vocational training is a growing enterprise that is central to the educational mission of institutions that award less than baccalaureate institutions. There are a total of 4.2 million "vocational" students at community colleges, two-year technical colleges, public vocational technical schools, and proprietary schools. Three-fourths of all the students at these institutions major in vocational subjects, and over the past two decades the percentage of postsecondary students enrolled in vocational education has grown substantially. Most vocational training is provided at community colleges (70%). Although community colleges may have begun with the goal of preparing students for continued academic education in four-year institutions, this goal was never fully realized; over the years, community colleges have become major providers of postsecondary vocational training. Thus, vocational training is now really the educational norm in less-than-baccalaureate postsecondary institutions.

The major problem facing postsecondary vocational education is that many students do not stay long enough to receive in-depth training. Our evidence indicates that the economic benefits of vocational training are greatest for students who complete a multi-course program of vocational course work. These students obtain better paying jobs that utilize their training. Unfortunately, a very large number of students enrolled in vocational programs earn very few credits, and almost half the students who enter these institutions leave without completing a degree or certificate. This problem exists for all types of students, at all types of institutions. It is, however, most serious among minorities, economically disadvantaged students, and the growing number of high school "vocational education students" who pursue additional postsecondary training. We believe that the purpose of federal vocational policy should be to provide incentives for postsecondary institutions to address this problem.

A. Research Findings

Noncompletion rates at less-than-baccalaureate postsecondary institutions are high. Data from the High School and Beyond Survey show that 90% of the high school class of 1980 who enrolled in community colleges, technical institutes and proprietary schools expected to earn a degree or certificate but within four years 40% of them left school without a credential. Those who remained for longer periods were still more likely to drop out than complete their course work.

The problem of non-completion has increased over time and resulted in fewer students receiving advanced level vocational training. Dropouts from postsecondary less-than-baccalaureate institutions increased 27% between the high school classes 1972 and 1980, and the number of two-year degrees awarded declined by 17%. There was virtually no change in the percentage of students receiving certificates that require much shorter training.

While some students receive an in-depth program of study, there are large numbers of students whose training is quite meager. One-third of all postsecondary vocational students take less than 12 credits in vocational subjects, and 50% of the students earn less than 24 vocational credits.

The problem of non-completion and limited training exists among all groups of students, but it is significantly worse for minorities and disadvantaged students. At community colleges, black students earn 30% fewer credits than white students and fail to earn a degree or certificate at a rate 20% higher. Of black students who enter community colleges, 51% leave before completing their program. Hispanic students average 16% fewer total credits than white students, although they earn degrees at about the same rate. Dropout rates are significantly higher for the most economically disadvantaged students, and they earn fewer credits, both total and vocational. Similar differences in noncompletion exist at public technical colleges and proprietary schools.

Among all high school students who enter postsecondary vocational education, the largest growth of enrollments has been among students who took substantial amounts of vocational education in high school. Between the high school classes of 1972 and 1980, the enrollments of high school vocational education students in postsecondary vocational programs increased by 22%. However, 54% of them (who enrolled in community colleges) left without earning a degree or certificate. There is both considerable need and opportunity to assist these students in making a successful transition from secondary to postsecondary vocational education.

> As in the case of secondary vocational training, postsecondary training benefits students by enabling those with skills to obtain good jobs that use their training. Overall, about 50% of all vocational course work taken is related to subsequent employment. This rate varies substantially, however, between students who complete vocational programs and those who do not. At community colleges, students who earn degrees or certificates use 30% more of their vocational training than noncompleters. At public technical colleges, the value of earning a degree is even greater; those earning a degree or certificate get jobs that use 45% more of their vocational course work than do non-completers. These findings reenforce the importance of encouraging institutions to help students complete their programs of study, and to place students in jobs related to their training.

It should be emphasized that noncompletion is an institution-wide problem that applies to students who concentrate in both vocational and academic fields. However, because less-than-baccalaureate institutions are largely, if not predominantly, vocational in the education they provide, it is appropriate that federal vocational education policy address this matter.

B. Federal Objectives for Reform of Postsecondary Vocational Education

In assessing the possible roles of federal policy in improving postsecondary training, it is important to observe that Perkins Act funds are very limited. They account for about 5.7% of total revenues for vocational training at community and technical colleges. There are other federal policies as well, such as Pell Grants and student loans, to address such critical issues as the access of disadvantaged students to postsecondary education. Federal student aid programs provide $4 billion dollars to postsecondary vocational students. Thus, it is important that federal vocational education policy focuses on a limited and extremely serious problem--helping students to complete an in-depth and coherent program of vocational study and to obtain jobs that make full use of that training. Moreover, federal vocational funding is too small to finance all the programs needed to address this problem. Rather, it can provide a stimulus for change.

We propose that federal policy should provide incentives for postsecondary institutions to undertake the kinds of changes in program content and job placement that will produce measurable improvements in the problem areas just described. This policy should have three basic objectives:

- To improve rates of program completion and placement in training-related jobs
- To provide special assistance to "at risk" populations for whom the problem of non-completion is most serious
- To improve the transition from secondary to post-secondary vocational education in a way that results in a more coherent and in-depth training program for students.

We recommend that states use the funds they direct to postsecondary vocational education to develop a system of performance-based incentives keyed to program completion, occupational competencies, and job placement. This system would replace the current emphasis in the Perkin's Act on process and inputs with financial incentives that are oriented to student outcomes. By measuring how well or poorly the system performs, and allocating resources based on outcomes, performance incentives will a) make institutions accountable for results in a way that currently does not exist; b) affect all post-secondary institutions in the state, not just those that receive federal grants, and c) leverage state and local funds for activities to improve student outcomes.

We emphasize that each state should develop its own performance-based system reflecting its goals and priorities. These systems are not easy to develop and should be phased in over a three-year period. The federal role should be to develop basic guidelines that states can follow, provide states with detailed examples of alternative approaches that might be considered, monitor the development and implementation of performance based systems, and evaluate the results of this policy.

We recommend that a performance-based system be developed in two phases. The first phase would put in place a system of performance monitoring similar in concept to that recommended for secondary school vocational education. The second phase goes beyond the measurement of student outcomes, however, to require that states link the allocation of their federal resources to how well institutions perform on various types of student outcomes.

> First phase--Performance Monitoring--Program improvement requires reliable information about how well vocational training achieves its objectives. Initially, each state would set up a system of performance measures by which to monitor program completions, placements, and earnings. This system should measure the performance of students in public as well as private vocational training institutions. To measure job placement and earnings, states should be encouraged to use existing state wage record data supplemented by limited employer surveys. The results of these performance measures should be made publicly available in the form of reports to the governors, state legislators, educators, and prospective students.
>
> Second phase--Financial Incentives: Second, states would develop a system of performance incentives for distributing federal funds to institutions based on their success on various measures of occupational competency, program completion, placement, and earnings. Since the federal student aid program already provides substantial financial incentives for private institutions, federal vocational education funds should be limited to public postsecondary institutions.

To guard against the risk that institutions will not serve those students most in need, any state formula should be required to provide special financial incentives to serve special populations. Student aid and state reimbursement formulas already contain incentives to enroll these students. Federal vocational policy must also provide strong financial rewards for institutions to improve the outcomes of training for 'at risk' students. State developed formulas should be required to provide substantial additional weight (perhaps 50%) for students whose need is great, and who, under the current Act, are a priority. These students include academically disadvantaged students, economically disadvantaged students (including single parents), the handicapped, women and men students in non-traditional programs, and students returning to the workforce after a substantial absence. Since funds are tied directly to performance, it is particularly important that states adopt consistent definitions for each weighted category of students (disadvantaged, handicapped, etc.).

An additional financial incentive should be provided to encourage institutions to develop complementary and coherent programs linking secondary and postsecondary vocational education. Institutions could respond with 'tech prep," 2+2, 1+1, or other alternatives for varying amounts of secondary and postsecondary course work. Under this arrangement, additional weight in state funding formulas could also be given for the number of postsecondary completions by high school vocational students, or for the number of graduates from these special programs.

IV. FEDERAL LEADERSHIP IN VOCATIONAL REFORM

The plan that we have outlined requires an expanded federal office of vocational education. Although the main responsibility for initiating improvement and implementing change in the plan lies with the states, the plan requires strong leadership at the federal level. Several specific federal activities would be needed.

First, the federal office of vocational education would need to work directly with key leaders at the state level to build a broad base of public support for the reform and improvement of vocational education. Commitment and assistance would be needed from state education officials, state legislatures, governors, teacher and administrator representatives and the public. Without such broad support, the plan would likely fail. State plans that offer clear objectives for educating students and connecting them with good jobs in their communities should make it possible to build that support.

Second, the federal office would also need the authority to approve or reject state proposals when aspects of the plan are insufficient to accomplish the goals. Quite frankly, the federal government may have to say "no" when a plan for the use of federal resources that does not appear to be focused on serving those most in need or does not present realistic or effective strategies for accomplishing real improvement. Under such circumstances, the federal government would be expected to lend assistance and provide expertise in improving the state's proposal.

Third, the strategy proposed requires the development of expertise at the federal level in the design and implementation of systems for measuring the performance of vocational education and reporting the results to a wide variety of people concerned about policy and the public. Several states have already established performance standards and measures for their educational systems as a whole, and the techniques they have developed can provide the base upon which vocational measures can be designed. Two of the main sources of accountability built into the strategies we have proposed are the public reports on vocational education that states will produce, and the information required for performance-based funding at the postsecondary level. The federal staff of the office of vocational education will need both the technical expertise and the knowledge of vocational education to be of real assistance to the states and to know whether the information from the states can be relied upon.

Fourth, the strategy requires expanding capacity at the federal level for identifying effective policies and practices in vocational education, and assisting the states in implementing these policies and practices. As mentioned earlier, we identified in our field research a wide variety of promising new approaches designed to integrate academic and vocational instruction, improve the links between vocational education and the world of work, and accelerate the vocational education and academic achievements of at-risk students. To draw from and expand on the success of these activities would require cultivating a sense of ownership among the states in the knowledge-building activity. Rigorous experimentation with strategies of applied learning, with alternative approaches to serving disadvantaged students, and with methods of connecting students with the labor markets, could greatly expand the amount of reliable information for both policy and practice that is available now in vocational education. The results from serious experimental evaluation, coupled with state-level development concentrated on a few priorities, will provide a solid foundation for the systematic improvement of vocational education.

The strategy we have outlined for vocational education builds upon the conclusions we have reached from research on Perkins Act implementation and the status of vocational education, as well as consultation with a wide range of vocational administrators, practitioners, and policymakers. The plan we have proposed is meant to be pragmatic but forward-looking and, if I dare say, "visionary" for vocational education. The challenge is to work toward a better future for vocational education through building on its strengths and increasing its links to the rest of education at both the secondary and postsecondary levels.

[A second paper was prepared by The National Assessment for use by the subcommittee during reauthorization. See page 483.]

Mr. FORD [presiding]. Thank you.

Mr. Gainer.

Mr. GAINER. Thank you, Mr. Chairman.

We are happy to be here to report on work that was undertaken at the request of this committee more than a year ago to look at issues that we could identify which we thought would be useful to the reauthorization process. With me are Fred Yohey our Assistant Director for elementary and secondary education and Tom Hubbs the principal investigator on this study.

We concentrated our work on three issues: The activities that are undertaken under the two major provisions of the law for program improvement and aid to special populations and are those activities appropriate? Are there problems with the way funds are targeted to economically depressed areas and to the special populations? And third, is there a need to strengthen the data system that we now have for vocational education?

We could not do a national survey in the time and with the resources available, but we did look at six States that are economically diverse and which account for about $158 million in basic State grants: Arkansas, California, Kansas, Maryland, New Jersey, and Pennsylvania.

I believe the National Assessment information on the activities under the program are reasonably consistent with our findings. That is, by and large, we think the Perkins Act brought about a positive shift from the maintenance of what some believed were outdated programs to improving the access for the special populations or those targeted groups that were not well served by vocational education in the past and to improving programs at the local level. We looked at 70 different programs in these 6 States, and all of those programs seem to be conducted in a manner consistent with the provisions of the law.

However, we did find certain problems. For example, we found that students in poor areas were less likely to benefit on a per capita basis from program improvement funds than students who resided in more affluent areas. We also found a couple of problems with the allocation mechanisms—namely, that economically depressed areas, or EDA, designations were done in a way that would tend to include some very wealthy communities while excluding much poorer communities. In addition, the inclusion of academically disadvantaged students in the second part of the targeting formula for the disadvantaged population tended to cause some unexpected occurrences. Finally, we found that in some cases returned fund allocations, which is a phenomenon that occurs quite frequently, can go to more affluent communities once they are reallocated than they did in the original allocation.

The first point that I would like to elaborate on is the distribution of program improvement funds within EDA's. As you know, each State must designate certain economically depressed areas that must receive more than half of the money under the Perkins basic grants. The purpose of that, I believe, was to aid in the preparation of the work force and the economic development in those areas, and the premise was that these economically depressed areas needed more funds to effectively run a program than more affluent localities.

If you look at how this plays out in terms of Perkins program improvement funds—and I'll just concentrate on the example of California here—California designated 46 percent of its localities as EDA's. These, EDA's in turn, had 70 percent of the vocational education students and 84 percent of the low-income students who were enrolled in school in California. However, they received only 57 percent of the program improvement funds.

Now there is no requirement that program improvement funds be spent in any particular way on the special populations or within EDA's, but I think, given what Dr. Phelps said and what Dr. Wirt said about the fact that students in low-income areas were less likely to have comprehensive programs available to them, this may be of some concern.

If you look again at EDA designations at a more basic level—and the next chart shows this——

Mr. FORD. Just a minute.

Mr. GAINER. Yes.

Mr. FORD. Before you go to that, did you draw any conclusion about why you get such a dramatic contrast between California and New Jersey in those two columns?

Mr. GAINER. In New Jersey, in particular, they took special pains to make sure that the localities that they designated as EDA's were really economically depressed, and then they made sure that they allocated the bulk of the money to those EDA's, and then that tended to play out with the program improvement funds as well as the special population funds.

Mr. FORD. Thank you.

Mr. GAINER. This next chart shows an example of how the States' designation of EDA's can have some rather strange effects. EDA's were designated in the six States that we looked at, so that everywhere from 13 percent of localities in New Jersey up to 79 percent of localities in Maryland were designated.

I have included one example here from Pennsylvania where Montgomery County, a suburb of Philadelphia, which is the most affluent district in Pennsylvania, was designated as an EDA, whereas Tioga County, which has a much lower median income and a much higher concentration of poverty, was not designated as an EDA.

The consequence of that, then, is that since funds are targeted to EDA's, you ended up with a per vocational education student allocation of $114 per student in Montgomery County as opposed to about $68 in Tioga County, which is, as I said, a much less affluent county. The difference in median income in those counties is about $10,000, between $26,000 in Montgomery and $16,000 in Tioga.

This does happen in other States. We observed it in other places in Pennsylvania and other locations in other States.

Now the reason this happens is that in Pennsylvania, for example, to select EDA's they count the number of low-income students rather than the concentration of low-income students. I would say that the negative consequence is that a place like Tioga is much less likely to be able to fund vocational education from its own resources so that one gets kind of an untoward outcome.

When you look at the disadvantaged formula, and we have some illustrations on the next chart, there are two parts to this formula, and I think the idea was that you wanted to give money to localities that had a high concentration of low-income students but you also wanted to give credit to those localities that enrolled a lot of low-income or academically disadvantaged students. But this formula does have, in a fairly large number of counties, some strange implications.

An example that I would like to highlight here today is San Ramon, California. This is an area with one of the highest median incomes in the country, $36,000, and which has, according to their statistics, only 12 low-income students in the district. In the second part of the formula, however, they count 600 academically or economically disadvantaged students, which means that the bulk of the money in San Ramon comes from the second part of the formula, and consequently they get per capita funding per low-income student of nearly $2,000, as opposed to $71 in Oakland, where there is a very large concentration of low-income students and a much lower per capita income.

If you were to reverse this by taking academically disadvantaged students out of the formula, San Ramon would lose most of its funding and the funding for Oakland would increase by $130,000. In California overall, it would mean that 76,000 students, or nearly half of the students counted in the second part of the formula, would no longer count toward the district allocations.

This phenomenon of having more students counted because they are academically disadvantaged than because they are low income is fairly widespread. We found it in 22 percent of the 1,639 school districts in the 6 States we looked at.

Finally, and this is something that we observed in one of the six States we looked at was that, under the present rules, once funding is allocated for the disadvantaged and the handicapped, you find that an awful lot—well, perhaps not a lot of the money but a lot of the localities return these funds either because they cannot match their grants or because they think the amount of money is too small to do anything with, or because it is not worth the paperwork that is involved.

Now in one State, Maryland, about 60 percent was initially allocated to economically disadvantaged areas and 40 percent to the other areas in the State. After the reallocation, the money went just the other way around; 60 percent ended up going to the non-EDA's and 40 percent to the EDA's. I don't know whether that is widespread, but it can occur under the present regulations, and it is something that could easily be remedied by the stroke of a pen when you reauthorize the legislation.

I would like to summarize a bit and talk about some things that we think could be done if you would like to reverse some of the things that are happening in terms of targeting.

First of all, on EDA designations, that problem could be handled by the Department taking a better look at these EDA designations and then finding out what the implications are for disadvantaged students and for the relatively less affluent counties. Or you could require in the legislation that at least as much funding per student goes to students in the EDA's as in the non-EDA's.

In terms of the academically disadvantaged, you could remove "academically disadvantaged" from the second part of the formula or change the weighting somewhat to try and see that some of the strange occurrences you get now are not possible under the law. In terms of the reallocation problem, you could require that any redistribution of funds be in the same proportion between EDA's and non-EDA's as the original allocations.

And I think, given the amount of effort that goes into allocating and reallocating funds, you might want to consider a minimum grant either based on each State's calculations of what makes sense for their State, because the size of districts differ drastically from State to State. On the other hand, you might want to set some kind of minimum by formula at the Federal level.

Finally, I think when vocational education legislation comes up for reauthorization in another five years, if you had a good vocational education data system in place, it would make it a lot easier to tell what is happening in this program and, I think, a lot easier to make sensible decisions about whether or not the Perkins program is giving you what you would like to have.

[The prepared statement of William J. Gainer follows:]

GAO

United States General Accounting Office

Testimony

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Implementation of the Carl D. Perkins Vocational Education Act

Statement of
William J. Gainer, Director
for Education and Employment Issues
Human Resources Division

Before the
Committee on Education and Labor
United States House of Representatives

SUMMARY OF GAO TESTIMONY BY WILLIAM J. GAINER ON IMPLEMENTATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

The Perkins Act seeks to (1) provide quality vocational education to underserved groups (such as the disadvantaged, the handicapped, and adults in need of training) and (2) encourage program improvement and modernization. While GAO believes that Perkins Act funds, by and large, are being used appropriately for these purposes, a number of potential problems were identified regarding program targeting to economically depressed areas (EDAs) and disadvantaged students, and the adequacy of program data. GAO's review was conducted in Arkansas, California, Kansas, Maryland, New Jersey, and Pennsylvania.

LESS PROGRAM IMPROVEMENT SPENDING IN EDAs. In the future, a larger portion of the workforce is expected to be composed of women, minorities, and immigrants--the latter two being groups who along with the poor tend to be concentrated more in EDAs than in wealthier areas. However, economically depressed areas in Arkansas, California, and Pennsylvania received less Perkins program improvement funding per vocational education student than other local areas in those states.

ALLOCATION MECHANISMS CAN DIRECT FUNDING TO MORE AFFLUENT SCHOOL DISTRICTS. GAO identified certain aspects of program allocation mechanisms which tend to direct funding to more affluent areas and away from poor communities. Specifically, (1) relatively wealthy areas are sometimes designated as "economically depressed" for Perkins funding purposes and are therefore provided greater funding for each vocational education student than vocational education students in communities with much lower incomes and having a higher incidence of poverty; (2) the disadvantaged population allocation formula shifts funds from poor to more affluent communities because it includes students who are academically disadvantaged, but not economically disadvantaged; and (3) reallocations of disadvantaged and handicapped population funds returned to states by poor communities can be reallocated to wealthier areas within the state.

AVAILABILITY OF VOCATIONAL EDUCATION DATA. Complete and reliable data on vocational education enrollment and spending, which might have aided GAO in reaching more definitive conclusions concerning the implementation of the Perkins Act on a nationwide basis, were unavailable at either the national or state levels.

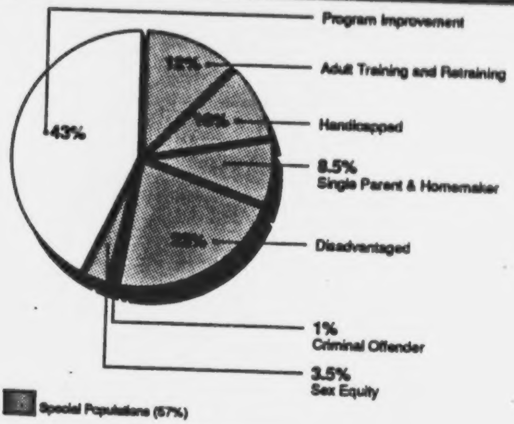
Mr. Chairman and Members of the Committee:

We are pleased to be here today to discuss the results of our work on the Carl D. Perkins Vocational Education Act. The major provisions of the law seek to provide quality vocational education to underserved groups and to encourage program improvement and modernization. We believe that Perkins funds, by and large, are being used appropriately for these purposes. However, we did find (1) potential problems regarding program targeting to economically depressed areas and the disadvantaged, and (2) problems with the adequacy of program data.

BACKGROUND

For fiscal year 1989, the federal government provided $961 million for Perkins Act program activities. Most of this money is allocated to local education agencies, with 57 percent earmarked for targeted groups. Congress specifically targeted six "special population" groups for service -- the disadvantaged, the handicapped, adults in need of training or retraining, single parents and homemakers, participants in programs nontraditional for their sex (sex equity), and incarcerated individuals. The

GAO Distribution Of Basic State Vocational Education Grants



other 43 percent is for program improvement, including innovation and expansion activities, such as developing exemplary vocational education programs stressing new technology, introducing new programs, and training workers in skilled occupations needed to revitalize business and industry. In addition, Congress required that more than half of all Perkins funds must be allocated to "economically depressed" areas. Although the federal contribution to U.S. vocational education is limited, state and local officials believe the federal involvement is important because it establishes national priorities and supplements state and local funding.

As part of your preparation for 1989 reauthorization hearings, you asked us to examine how well the Perkins Act is being implemented. Specifically, we were asked to identify reauthorization issues and potential problems, particularly those that might not be covered by the Department of Education's multi-million dollar National Assessment of Vocational Education which is now being completed. In discussions with committee staff, we agreed to focus on the extent to which:

- targeted federal vocational education funds are adequately serving the special populations and program improvement funds are furthering specific activities for which they were intended,
- nationally comparable data are necessary and available at the federal level to assist in legislative and executive oversight and management of the Perkins Act.

RESULTS IN BRIEF

In general, we found in the locations we studied that although useful before and after data are not readily available, the Perkins Act likely brought about a major shift in federal emphasis--away from maintaining outdated vocational education curricula and toward improving and modernizing local programs and increasing the participation of targeted population groups. We believe that localities are providing programs and services consistent with the activities specified in the law.

GAO Overview Of Findings

- Local programs & services consistent with law
- Students in poor areas get less program improvement
- Allocation mechanisms allow relatively wealthy areas to get more funding per student
- Returned fund allocations--too small or difficult to match

However, our work indicated that some allocation mechanisms tend to direct money to more affluent communities and away from poor communities. Specifically,

-- vocational education students in economically depressed areas are less likely to receive as much Perkins funding on a per-capita basis for improved or modernized program activities as students outside such areas;

-- some states designate relatively wealthy areas as "economically depressed" and provide greater per-capita funding to these areas than to some poorer communities;

-- the allocation formula for disadvantaged population funds shifts funds from poor communities to more affluent ones because it includes nonpoor academically disadvantaged students; and

-- disadvantaged and handicapped population funds, allocated by statutory formulas and returned to the states by some eligible recipients, can be reallocated from poorer to wealthier communities.

METHODOLOGY

Before elaborating on these findings, I would like to briefly explain our methodology. Prior to implementing our study, we convened a panel of vocational education experts to discuss our approach. They reviewed and critiqued our objectives and data collection instruments. Panel members included representatives from professional vocational education organizations, state vocational education agencies, and staff members from your committee.

We reviewed vocational education activities in 6 states and 20 local educational agencies. Though it was impractical to review a statistically representative sample of all states and school districts which participate in the Perkins program, the locations included in our review provide a broad mix of demographic characteristics, service providers, and federal and state funding levels. These states, Arkansas, California, Kansas, Maryland, New Jersey, and Pennsylvania received $158 million dollars in Perkins grants for school year 1986-87. In each state and at each locality, we interviewed vocational education officials regarding how they prepare, review, and approve local plans, distribute funds, and evaluate their programs. In each locality, we observed vocational education programs and activities which are supported with Perkins funds and collected available data on student participation and spending for vocational education for school years 1984-1985 through 1986-1987.

We used Census data to analyze the manner in which Perkins funds are allocated to economically depressed areas and to assess the impact of the formula used to allocate funds for the disadvantaged.

PROGRAMS AND SERVICES PROVIDED ARE CONSISTENT WITH PERKINS ACT

Based on our interviews with state and local officials and our observations of approximately 70 programs and activities in the 20 localities visited by our staff, we believe the Perkins Act provisions to (1) provide access to vocational education for targeted groups and (2) modernize state and local programs have been well received by practitioners and are getting positive results. However, complete and reliable data nationwide on vocational education enrollment and spending which might have aided us in reaching more definitive conclusions were unavailable.

In regard to vocational education for targeted groups, we observed programs and services which were directly related to Perkins Act requirements. These included improving the special populations' access to vocational education, training or retraining workers in new skills, and providing a full range of support services such as guidance, counseling, and job placement.

For example, California funded special projects to develop exemplary programs and prevent dropouts among disadvantaged students. Pennsylvania provided additional vocational education assistance though a variety of projects, including technical assistance and in-service programs for the disadvantaged and handicapped. Services were also provided in most states to each targeted group mentioned in the Perkins Act. (See exhibits I and II for more detailed information on the principal uses of the Perkins Act funds to benefit targeted populations.)

The six states and local institutions we studied also modernized or expanded their vocational education programs in a number of ways which appeared to be consistent with the Perkins Act's legislative intent. The permitted uses we observed included creating or expanding programs to train workers in skilled occupations needed to revitalize business and industry; developing exemplary vocational education programs stressing new technology; acquiring high-technology equipment to improve local programs; expanding existing programs to meet student needs; developing improved curricula; and improving the skills of vocational teachers and administrators. (See exhibit III for additional information on program improvement activities.)

LOWER PER STUDENT SPENDING FOR PROGRAM IMPROVEMENT IN ECONOMICALLY DEPRESSED AREAS

In the future a larger portion of the workforce is expected to be composed of women, minorities, and immigrants--the latter two being groups who along with the poor tend to be concentrated more in economically depressed areas (EDAs) than in wealthier areas. For example, California reported 120,000 economically disadvantaged high school students in its EDAs and 24,000 economically disadvantaged students in areas outside the state's EDAs. However, as shown below, we found that in three of the six states we studied (Arkansas, California, and Pennsylvania), poor communities received less Perkins program improvement funds per vocational education student than wealthier areas in those states.

GAO Distribution of Program Improvement Funds to EDAs

State	Voc Ed Students in EDAs	Program Improvement Spending in EDAs
California	70%	57%
Pennsylvania	89%	82%
Arkansas	54%	47%
Kansas	49%	51%
Maryland	54%	66%
New Jersey	36%	69%

NEED TO CONSIDER SPECIAL POPULATIONS IF PROGRAM IMPROVEMENT PROPORTION INCREASED

Recognizing the nation's need to train higher skilled workers, individual experts and organizations (including several state vocational education directors and the Council of Chief State School Officers) have recently suggested that an increased portion of Perkins funding be specifically allocated for program improvement activities. Although any increase in the current proportion of Perkins funds spent on program improvement would remain a relatively small share of the nation's total vocational education spending, it could contribute to accelerating the pace of modernization in some local vocational education programs.

Language in the Perkins Act encourages the use of program improvement funds for the special population but there is no requirement to do so. Thus, any increase in the percentage of Perkins funds allocated for program improvement activities could have a negative impact on the spending for special populations, unless steps are taken to ensure that those groups receive some of the benefit of the increased emphasis on program improvement.

GAO Better Targeting of Perkins Act Allocations: Overview

Problem	Needed Improvement
EDA Designations	Require at least as much funding per student in EDAs as non-EDAs
Including academically disadvantaged in funding formula	Remove non-poor academically disadvantaged from formula
Reallocation of returned disadvantaged and handicapped funds	Require redistribution in same proportion as original allocations

PERKINS ACT ALLOCATIONS COULD BE BETTER TARGETED TO LOW-INCOME COMMUNITIES

Among the Perkins Act's objectives is the targeting of funds to poor communities as well as the groups of traditionally underserved vocational education students who are often concentrated in these communities. However, we found three aspects of the way federal funds have been distributed which tend to target money to more affluent school districts and away from special populations in EDAs.

Impact of Economically Depressed Area Designations

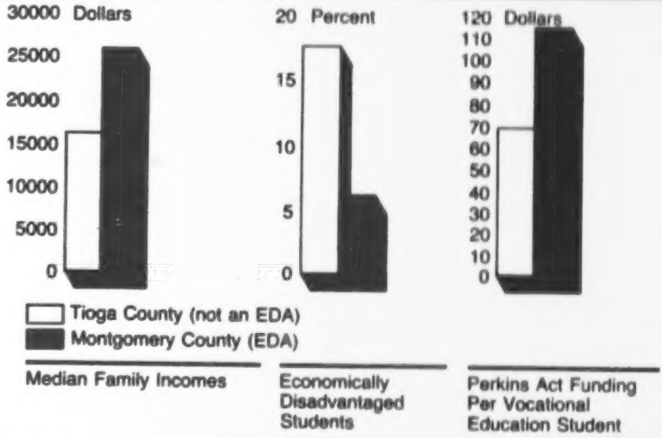
We found that the process some states use for designating EDAs favors wealthier communities over poorer ones. In some instances per-capita funding to vocational education students in poor communities is less than in wealthier communities in the same state.

As mentioned earlier, more than half of each state's total basic vocational education grant is to be allocated to educational institutions in EDAs to assist such areas in raising employment and occupational competencies of its citizens. The Act's legislative history states that the basis for this provision is that school districts in such areas are presumed to need more funds to operate programs effectively, compared to less needy school districts in the same state. Each state we studied allocated more than half of its Perkins funds to EDAs as required by the law but we found wide variances in the criteria used by states to designate areas as economically depressed. (See exhibit IV.)

The Perkins Act defines an EDA as an economically integrated area in a state in which a chronically low level of economic activity or a deteriorating economic base has caused such adverse effects as (1) an unemployment rate which is at least 50 percent higher than the national or state average for the last 3 years or (2) a large concentration of low-income families. The Department of Education's implementing regulations indicate that additional criteria may also be appropriate, such as heavy concentrations of Chapter 1 students or students receiving free or reduced-price lunches.

In the six states we studied, the percentage of localities designated as EDAs in each state ranged from 13 percent to 79 percent. Three of the states (Arkansas, Maryland, and Pennsylvania) classified more than 50 percent of their localities as EDAs. The following examples describe in more detail the criteria and methods Pennsylvania and Maryland used to allocate funds, and illustrate the resulting impacts.

GAO Impact of EDA Designation



Median Family Incomes

Economically Disadvantaged Students

Perkins Act Funding Per Vocational Education Student

Pennsylvania used as one of its criteria for designating EDAs the total number of low-income individuals--rather than the percentage of such individuals in the county which would measure their concentration. Pennsylvania thus classified Montgomery County--which has the third-largest county population in the state--as an EDA because it had a large number of low-income people. But, Montgomery County also had the highest median family income in the state and one of its lowest poverty rates. At the same time, Pennsylvania's criteria excluded a number of less-populated counties even though they had much lower median family incomes and higher poverty rates than Montgomery County. For example, one such county, Tioga County (a rural county Pennsylvania did not classify as economically depressed) received $68 for each vocational student whereas Montgomery County received $114 for each vocational education student. The impact of these designations are shown graphically above. We observed similar situations among other Pennsylvania counties.

In Maryland, about 7.5 percent of the families statewide had incomes below the poverty line. However, Maryland used as its criteria for designating EDAs, all school districts with 5 percent or more of the families having incomes below the state poverty level. In this manner, Maryland classified 19 of its 24 county/city school districts as economically depressed. For comparison, if the state had chosen 7.5 percent as the EDA threshold criteria, 12 (rather than 19) of the school districts would have been designated as EDAs.

It should be noted that the Department of Education must approve state EDA criteria as part of its review of each state's vocational education plan and has done so but without analyzing the funding impact of these designations on individual districts.

Disadvantaged Allocation Formula Includes Students With Only Academic Problems

The allocation formula used to distribute funds for the disadvantaged population within each state includes a factor for students who have academic difficulties but are not necessarily from low-income households.

All participating school districts are provided a share of each state's disadvantaged population funds using a two-part allocation formula. One half of the formula is based on the district's total number of low-income students while the other half is based on the district's number of vocational education students who are academically disadvantaged and/or low-income. The inclusion of nonpoor students having academic difficulties in the second part of the allocation formula has sometimes had the affect of shifting Perkins funds away from poorer communities as shown in the next chart.

GAO "Disadvantaged" Formula Includes Academic Problems

Districts	Median Family Income	Low Income Students Grade 9–12	Disadvantaged Students Enrolled in Voc. Educ.	Total Funding Per Low Income Student
San Ramon, CA	36,404	12	600	1,958
Oakland, CA	17,622	6,701	4,459	71
Wichita, KS	21,061	550	2,450	275
Pittsburg, KS	15,874	77	39	113

The San Ramon school district received 27 times as much funding per low-income student as the Oakland, California, school district, a much poorer district with less than half the median family income of San Ramon. Eliminating academically disadvantaged students from the allocation formula in San Ramon, California, a school district where the median family income is $36,404, would have reduced Perkins funding to that district by 94 percent because the number of students counted (600) included at most 12 low-income students.

More generally, we found that 22 percent of the 1,639 school districts, or 366 school districts, in the six states we reviewed had more academically and/or economically disadvantaged students enrolled in vocational education programs than they had low-income high school students in the entire district. In school districts where student counts for the "disadvantaged enrolled in vocational education" exceeded those for "low-income" in the school district, the excess student count in each school district represents a minimal estimate of the number of those students with only academic difficulty in these districts.

GAO Returned Disadvantaged Allocations

	Allocations of $1,000 or Less		Allocations of More Than $1,000	
State	Eligible School Districts	Districts Returning Funds	Eligible School Districts	Districts Returning Funds
Arkansas	22	41%	296	22%
California	37	62%	338	10%
Maryland	0	0%	24	4%
New Jersey	49	84%	219	18%

Formula Funds Can Be Reallocated From Poor to Wealthier Communities

Perkins disadvantaged and handicapped population funds allocated by statutory formulas and returned to the state by some eligible recipients can then be reallocated from poor to wealthier communities. The extent of disadvantaged allocations returned in four states is shown in the graphic.

In four states, a substantial number of school districts returned their Perkins allocations designated for disadvantaged and handicapped students either because the amounts were too small to be used effectively or the localities were unable to match the Perkins Act funding. Considerably more districts that were allocated funds of $1,000 or less for the disadvantaged and handicapped population returned them than districts that received allocations of more than $1,000. For example, 84 percent of New

Jersey's forty-nine school districts that were allocated $1,000 or less of disadvantaged funds returned their entire allocations compared to only 18 percent that returned allocations of more than $1,000.

The Perkins Act is silent on how states are to redistribute returned funds. As a result, in Maryland, approximately 20 percent of the original allocations for the handicapped and disadvantaged were shifted from economically depressed areas to wealthier areas, apparently because wealthier communities were better able to meet federal matching requirements.

MATTERS FOR CONGRESSIONAL CONSIDERATION

If Congress decides to increase funding for Perkins Act program improvement activities, it should ensure that the Act's targeted special populations also benefit from any increased program improvement activities.

If the Congress wants to target additional Perkins Act funds to poor communities, it could amend the Act to (1) require states to allocate at least as much Perkins funding for each vocational student in EDAs as in other areas of the states, (2) remove "academically disadvantaged" students who are not poor from the fund allocation formula for the disadvantaged population and (3) require that any Perkins fund redistributions for the disadvantaged and handicapped populations be made in approximately the same proportions between poorer and wealthier areas as the original allocations.

To reduce the frequency with which disadvantaged and handicapped allocations are returned by localities, Congress could allow states to establish minimum grant amounts appropriate for their circumstances or establish a minimum dollar level for local disadvantaged and handicapped population grants.

RECOMMENDATIONS TO THE SECRETARY OF EDUCATION

To improve program oversight of the Perkins Act, we recommend that the Secretary of Education (1) require states to substantiate to federal program officials their criteria for designating local areas as "economically depressed" for funding allocation purposes and submit supporting state enrollment and funding data, (2) direct the Assistant Secretary for Vocational and Adult Education to analyze the reasonableness of state criteria for such designations using enrollment and funding data submitted by the states and (3) provide the leadership needed to complete development of a national vocational education data system.

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That concludes my prepared statement. My colleagues and I will be happy to answer any questions you or other members of the Committee may have.

Exhibit I

Principal Uses of Perkins Act Funds for the Special Populations In Six States Visited by GAO

State Visited	Uses of Perkins Act Funds
Arkansas	Salaries of teachers' aides and instructional materials for the disadvantaged and handicapped; training programs and scholarships for adults; career development, guidance, counseling and educational services for single parents/homemakers; sex equity specialist and associated programs; equipment purchases for instructional programs for criminal offenders.
California	Special projects to develop exemplary programs and prevent dropouts among disadvantaged students; employment training and resource system for the handicapped; adult training programs; grants for guidance, counseling and employability skills development for single parents/homemakers; teacher training and support services for students in non-traditional careers; staff development, guidance and counseling, and instructional programs for criminal offenders.
Kansas	Supplemental services for the disadvantaged and handicapped; emphasis on new business and technology development for adults; updating single parents/homemakers' skills for re-entry into the workforce, including counseling and vocational training; sex equity specialist, with emphasis on non-traditional career programs and teacher in-service training; vocational program/service expansion and improvement for criminal offenders.
Maryland	Vocational support service teams for the disadvantaged and handicapped, which provide vocational assessment, guidance and counseling, academic support, and job placement; job skill training, customized technical skills training and supplemental services for adults; occupational and employability skills training, and technical assistance to local education agencies, for single parents/homemeakers; information dissemination,

Exhibit I

	technical assistance and cooperative projects with the private sector to eliminate sex bias.
New Jersey	Staff, equipment, supplies and services to develop, provide, modernize and expand vocational activities, programs and services designed for the disadvantaged, handicapped and adults, including outreach and intervention to prevent dropouts; model programs, small business ownership and marketable skills training for single parents/homemakers; establish regional equity centers and exemplary programs to eliminate sex bias; vocational training, career guidance and counseling for criminal offenders.
Pennsylvania	Additional vocational education assistance through a variety of projects, including technical assistance and in-service programs for the disadvantaged and handicapped; career guidance and counseling and job training for adults; career guidance and counseling, instruction in employability skills, vocational training and job placement for single parents/homemakers; in-service training and technical assistance to sex equity coordinators; vocational counseling and assessment, skills training and job placement for criminal offenders.

Exhibit II

Principal Uses of Perkins Act Funds for the Special Populations In 10 Localities Visited by GAO

Local Institutions Visited	Local Uses of Perkins Act Funds
Arkansas Riverside Vo-Tech School	Instructional equipment and computer equipment for criminal offenders' programs.
Southern Arkansas University Uptown Center	Salaries for community-based organization providing referrals and assistance to single parents/homemakers.
Jonesboro Area Vo-Tech High School	Salaries; books; counseling and tutoring for handicapped and disadvantaged students.
Westark Community College	Job-seeking skills workshops, career counseling for single parents/homemakers; offered additional semester of program for upgrading nursing certification.
California Los Angeles Unified School District	Instructional equipment and supplies; counseling and needs assesment services; model programs for disadvantaged and handicapped, eg., support teams providing remedial education and counseling to about 1,200 students in 15 high schools.
Los Rios Community College District	Supplemental services such as education advice, child care referrals, job placement assistance; specialized equipment for handicapped students.
San Ramon Valley Unified School District	Books and supplies; computer software auto shop/math course for potential drop-outs; keyboarding equipment for special education students.

Exhibit II

Kansas	
Paola Unified School District	Computer equipment for the disadvantaged; handicapped funds allocated to another local school, used for teachers' salaries.
Manhattan Area Vo-Tech School	Salaries of teachers' aides, placement coordinator, computer learning center instructor for disadvantaged and handicapped; private sector trainers for adult program.
Dodge City Community College	Instructor's salary and computer software to implement competency-based instruction for disadvantaged; install elevator in library for handicapped; career evaluation and individualized basic skills and vocational training for single parents/homemakers.
Maryland	
Baltimore City School District	Vocational support services (needs assessment, counseling, academic support); job, attitudinal and employability skill training in various vocational programs.
Baltimore County School District	Vocational support services (see above); career opportunities program (small class sizes, special texts and equipment) to prevent dropouts.
Wor-Wic Tech Community College	Vocational support services for disadvantaged and handicapped (see above).
New Jersey	
Salem County Vo-Tech Schools	Tutors and instructional aides; specialized equipment for handicapped; job training for single parents/homemakers.
Camden City Local Area Vocational School District	Tutorial and other support services for high-risk disadvantaged students; instructional equipment for vocational programs.

Exhibit II

Mercer County Community College	Basic skills instruction, career assessment and counseling to prepare disadvantaged students for vocational coursework; instructional equipment for manufacturing processes course.
Pennsylvania	
Community College of Philadelphia	Salaries and instructional equipment to serve handicapped, disadvantaged and adults, including counseling and support services, job placement, and equipment for handicapped.
School District of Philadelphia	Salaries and books for instructional programs, vocational dropout prevention, pre-vocational outreach, counseling, and job search.

Exhibit III

Principal Uses of Perkins Act Funds for Program Improvement Purposes In 17 Localities Visited by GAO

Local Institutions Visited	Local Uses of Perkins Act Funds
Arkansas	
Camden High School	In-service training; writing and publishing a textbook for statewide teachers' use.
Jonesboro Area Vo-Tech High School	Integrate math and communication instruction into secondary vocational curriculum; model vocational counseling project.
California	
Los Angeles Unified School District	Professional development; curriculum development; instructional equipment and supplies to modernize programs (eg, graphic arts and food services).
Los Rios Community College District	Equipment and supplies to modernize programs to keep pace with equipment used by business (eg, office occupations and mechanical-electrical technology).
San Ramon Valley Unified School District	Professional development; special project to revise and validate model curriculum standards and program for office education.
Kansas	
Paola Unified School District	Computer equipment used in a number of instructional programs.
Manhattan Area Vo-Tech School	Computer-assisted design system for drafting program; teacher training in competency-based instruction.
Dodge City	Competency-based instruction; in-service

Exhibit III

Community College	training for instructors in several program areas; curriculum improvement.
Maryland Baltimore City School District	Acquire state-of-the-art equipment used in instructional programs (eg, printing and food management); update curriculum.
Baltimore County School District	Updated equipment and programs (agriculture production and general office); in-service training for teachers to upgrade their skills.
Wor-Wic Tech Community College	Acquire modern equipment, including computers, used in instructional programs (radologic technology and hotel, motel and restaurant management).
New Jersey Salem County Vo-Tech High School	Acquire modern equipment for use in auto body and auto mechanics programs.
Camden High School	Funded two full-time placement counselors; acquired computers for instructional programs and for placement office.
Mercer County Community College	Acquired state-of-the-art equipment for use in computer graphics program.
Pennsylvania Community College of Philadelphia	Curriculum development for technical writing program.
School District of Philadelphia	Salary of industry-education coordinator; support services for cooperative education students; competency-based materials; acquired modern equipment for instructional programs.

Exhibit III

Western Montgomery County Area Vo-Tech School	Updated training equipment used in automotive mechanics and welding programs.

Exhibit IV

Criteria Used in Six States to Designate Economically Depressed Areas

State	"Economically Depressed Area" Criteria	Local Areas in State	
		Total Number	Economically Depressed
Arkansas	40% of students in school district receiving free or reduced lunch or 17% or more families below poverty level.	322	214 (66%)
California	Unemployment rate in school district more than 50% above national average and/or AFDC rate higher than state's 11.6% average.	383	176 (46%)
Kansas	20% of families in school district below poverty line.	304	136 (45%)
Maryland	5% of families in school district below poverty line, or unemployment rate more than 50% above state average.	24	19 (79%)
New Jersey	12% or more of families in school district receiving AFDC support; or unemployment rate more than 50% above national average; or median family income of $17,500 or less.	605	79 (13%)
Pennsylvania	Counties with greatest numbers of low income individuals and/or unemployment rate more than 50% above national average.	67	36 (54%)

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Mr. FORD. Thank you.

Eleanor Chelimsky.

Ms. CHELIMSKY. Thank you, Mr. Chairman.

It is a great pleasure to be here this morning to give you the preliminary results of our study on the effects of education reforms.

I'd like to present people that are here with me: Robert York, who is the study director; and Fritz Mulhauser, who is our project manager on this study.

As you know, we are just completing work, and what you had asked us to do was evaluate the effects of various education reforms on the educational achievement of disadvantaged students, on their dropout rates, and on their enrollments in vocational education. So my testimony today addresses a general concern about how specific reforms that have imposed stricter new standards and requirements in high school might have affected the Nation's most disadvantaged, at-risk students.

Our study tracked the progress of 61,500 students in 4 cities as they moved through secondary schools. We examined the performances of two groups of at-risk students, a group that completed high school before the reforms were in effect and another group which was the first to pass through school under the full reform requirements. We defined at-risk or disadvantaged students as low achievers, those scoring at or below the 34th percentile on eighth grade reading achievement tests.

So we have results in each of the four cities for two cohorts of at-risk students, pre-reform and post-reform, on two achievement measures each, reading and mathematics, which gives us a total of eight achievement comparisons; I will come back to that.

Our four city school districts were located in four geographically dispersed States. Black and Hispanic students were in the majority in each district. The districts implemented reforms that included varying combinations of requiring specific tests for graduation, increasing academic course requirements, tightening attendance rules, setting no-pass/no-play rules governing participation in sports or other activities, and requiring or making available varying degrees of remedial classes for those in difficulty. These were mandated reforms imposed by the State legislatures.

We found that educators were well aware of the possibility that the reforms, although intended to raise educational achievement for all students, could actually be harmful for low achieving or at-risk students by creating additional barriers to school completion.

So they implemented a number of initiatives to help these students meet the new requirements, including, for example, offering an optional additional period in the day, even when the State didn't fund it, to help students take all the required courses; altering teaching methods, class sizes, and the content covered to help students learn enough to pass required tests; requiring teachers to develop special individual improvement plans for low achieving students to target instruction on specific skills needed; and they did many, many other things. So educators made serious efforts to help those who might not succeed under the new reforms.

Let me now present our findings on student achievement, then on dropout rates and enrollment in vocational courses.

First, let's look at the achievement of at-risk students. You might want to turn to figure 1 on page 9 of my formal statement; it would probably be helpful in following what I am about to say.

Overall, in our four districts, you can see that low achievers did not universally fall behind after the reforms, as it had been feared they would. In fact, we have three examples of modest improvement in reading and mathematics for these students which we didn't expect to find.

If you look at the top left comparison in figure one, you can see that mathematics scores went up for post-reform students in one district, increasing from the 35th to the 39th percentile, and reversing what had been a declining trend for the pre-reform students who had moved down from the 35th to the 31st percentile across high school. So up four instead of down four.

Now it is also true that these improvements are not very big and that we have more examples of no net gain in that figure—you can see five of them—than we do of improvement; we only have three of those. But still, this is not a disaster case.

My second finding deals with the performance of higher achieving students. There, you might want to look at figure 4, which is on page 15. Again, we had something of a surprise. We did not find the dramatic gains for these students that we had expected. Basically, their outcomes were similar to those of the low-achieving students but with a slightly less favorable pattern in that the lower-achieving students had only one example of greater decline in scores after reform than before, and that was in reading, whereas the higher-achieving students had three such declines in both reading and mathematics. So no big gains for the higher-achieving students and more examples of decline overall than [redacted] achievers.

Now what about blacks and Hispanics? My third finding is that black students—all of them, not just low achievers—did about as well as the at-risk students—you will find that in figure 2 on page 12—and they did slightly better than the higher achievers with respect to declines after reform.

Fourth, we found that Hispanic students did not fare well. While we had only six achievement comparisons for them instead of eight because of a small Hispanic population in one of the districts, it is also the case that our results for Hispanic students show not one single instance of net gain. Now that is different from all the other results, whether for low achievers, high achievers, or black students. This suggests to us that educators may still have a long way to go in designing effective education for Hispanic students.

In summary, taken together, our findings on student achievement paint a rather gray picture of education reform. It seems to have been neither a boon nor a catastrophe to students generally in our four districts. Some improvements were certainly made, but these were extremely modest, and some individual group results were not favorable.

So how do we explain these findings? Well, to begin with, I think it is important to remember that the students we studied were the first to experience the reforms' effects. Performance may improve as reform programs mature. It could be that after a few years of experience with them we will see some greatly enhanced student achievements, or else changes in the districts' programs after experience could lead to different and better outcomes.

Another point is that it is possible the cut we made of higher-achieving students was insensitive to some changes within the group and that, had we looked at smaller subsets of performance—say, between the 35th and the 50th percentiles—we might have found more substantial results among the higher achievers. We are going to take another look at that and see if that works out.

Still a third explanation might be that, had educators not mitigated the problems of at-risk students, their scores might well have been much lower.

Finally, if you look across the net gains sections of the four figures in my testimony, you can't help noting the contributions to success in both reading and mathematics of District C's scores for every group except that of Hispanic students. So perhaps if the successful District C had included a larger population of Hispanics the overall picture of their achievements in the four districts might have been much higher.

With regard to the possible exacerbation of dropout rates among disadvantaged students, we didn't find that to be the case. On the basis of limited data, our conclusion is that education reforms didn't have any particular effect on dropout rates.

My sixth and last finding is on vocational education enrollment. Here the concern was that the new academic requirements, combined with increased remedial efforts, might leave very little time in students' schedules for taking vocational courses. What we found was that in the one district we have looked at so far, academic course work did increase considerably but vocational class taking declined only slightly. That rejoins some of John Wirt's findings that I have noted in his testimony. This was true for both high-achieving and low-achieving students. The key here is adequate resources. When the school day can be enlarged, then vocational electives can co-exist with additional requirements from reform.

To conclude, Mr. Chairman, in the four school districts we studied, despite the extensiveness of the education reforms, we found that they have had neither the damaging effects on low achievers that some feared nor did they produce the dramatic gains for higher achievers that others had hoped for.

Thank you, Mr. Chairman. I will be happy to answer any questions the subcommittee may have.

[The prepared statement of Eleanor Chelimsky follows:]

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Impacts of Education Reform

Statement of
Eleanor Chelimsky
Assistant Comptroller General for
Program Evaluation and Methodology

Before the
Subcommittee on Elementary, Secondary
and Vocational Education
Committee on Education and Labor
United States House of Representatives

GAO/T-PEMD-89-2

Mr. Chairman and Members of the Subcommittee:

I am very pleased to be here today to discuss GAO's work on education reforms and their impacts. Specifically, Mr. Chairman, you asked us for an evaluation of the effects of recent reforms on the achievement of disadvantaged students, on their dropout rates and on their enrollments in vocational education. My testimony today thus addresses a general concern about how the specific reforms that have imposed stricter new requirements in high schools might have affected the nation's most disadvantaged, at-risk students.

On balance, our study shows that in the four large-city school districts we evaluated, education reform has been neither a disaster nor a boon for the performance of low-achieving students. Looking at the performance of all students in these districts, we did not find that the reforms we examined improved education outcomes a great deal. Finally, prior progress was not maintained for some disadvantaged groups, at least over the short term. The big question, then, is the longer term: whether performance will improve over time. It is important to note that the students we studied were the first to experience the reforms' effects.

We are completing our analyses this month and the full findings will be included in a written report later this year. Our study offers quasi-experimental evidence on the local effects of state reforms in four major city school districts located in four geographically dispersed states. Its results cannot be generalized beyond these sites.

THE SCHOOL DISTRICTS WE STUDIED AND OUR APPROACH

The four school districts in our study vary in enrollment from 40,000 to 230,000. All are in urban areas. One is located in the northeast, two are in the southeast, and the fourth is in the southwest. Black and Hispanic students are in the majority in each district. The legislative mandates these districts implemented included varying combinations of

-- requiring specific tests for graduation,

-- increasing academic course requirements,

-- tightening attendance rules,

-- setting "no pass/no play" rules governing participation in sports or other activities, and

-- requiring or making available varying degrees of remedial classes for those in difficulty.

Other details about the four school districts we studied can be found in table 1.

The basic data for answering the questions came from school districts' computerized student records. Our design called for achievement tests and other data on students as far back as 1982, so that we could analyze students' high school careers before and after reform. Altogether, we traced the progress of 61,500 students as they moved through secondary schools. I would like to express my appreciation here to the four districts for their cooperation in assembling the large data files we asked for. We also visited each district and interviewed central office officials

Table 1: Characteristics of Selected School Districts

District	Region	Major reforms affecting students	City population	School district enrollment	Number of students studied	Year post-reform cohort entered grade 9	Race/ethnic enrollment White	Black	Hispanic
A	SW	Proficiency test More academic courses Stricter attendance rules "D" no longer passing Remediation for low test-scores "No pass/no play" rule	900,000	130,000	17,700	1984-85	19%	50%	28%
B	NE	Proficiency test Remedial help required	380,000	50,000	2,600	1985-86	10	64	26
C	SE	More credit in math & science Remedial help required for low test-scores "No pass/no play" rule Fewer vocational education requirements	70,000	40,000	5,200	1983-84	44	55	--
D	SE	Must pass proficiency test Additional science credit required Some specific academic course requirements added Extra period added in 3rd year Remedial help authorized but not funded	350,000	230,000	36,000	1983-84	23	33	43

as well as principals and teachers in high schools. Before presenting our findings, let me first address the question of whether and how educators in our four school districts attended to the needs of disadvantaged students during the period in which the reforms were initiated.

HOW SCHOOLS TRIED TO HELP LOW-ACHIEVING STUDENTS

One hypothesis about current education reforms is that, although clearly intended to raise educational achievement for all students, they could actually be harmful for disadvantaged, low-achieving or at-risk students by creating additional barriers to school completion without providing resources and assistance for them to meet the new standards. Did we see evidence that this was happening in our four school districts? We did not. In describing their implementation of their states' new requirements, educators in these cities told us of a wide variety of initiatives to help students meet the higher standards. These included, for example:

-- offering an optional additional period in the day even when the state did not fund it, to help students take all the required courses;

-- altering teaching methods, class sizes, and the content covered, to help students learn enough to pass required tests;

-- increasing individual attention by counselors to students who may not meet increased requirements;

-- offering special remedial classes during the regular year, or in special periods before and after school or on weekends for students who fail the required high school exit examination;

-- offering summer work-study for students who failed the exit exam during the year, providing remedial classes in the morning and a job in the afternoons;

-- requiring teachers to develop special individual improvement plans for low-achieving students to target instruction on specific skills needed;

-- reorganizing school to provide special self-contained programs and extra attention for students needing extensive help in all basic skills.

We did not evaluate the adequacy, in terms of quantity or quality, of each district's specific education programs in relation to students' needs. However, it appeared to us that the districts were in general making serious efforts to be fair in helping all students meet the new requirements.

The effect of these efforts is the question I turn to next.

IMPACTS OF EDUCATION REFORMS ON STUDENT ACHIEVEMENT

As I have already noted, some people argue that disadvantaged students--those who reach high school already achieving poorly or having been held back, who are limited in their English ability, or who are members of minority racial or ethnic groups--may find the increased requirements of education reform an insuperable barrier to graduation. Thus, one guess about the likely effects of the higher hurdles set by reform would involve student failure and exit. Achievement, while perhaps increasing for some students, might not rise among those who are at-risk. For these students, more vivid failure in classes and on required tests may be accompanied by restricted opportunities to participate in the athletic and extracurricular life of the school, which together with other frustrations, could lead to increased drop-out rates.

On the other hand, many legislators and school officials believe that the reforms could have their intended effect. According to this hypothesis, the changed legal framework of increased requirements would be translated by teachers into higher expectations for all students, better identification of learning gaps, and increased provision of extra help, such as the initiatives taken in our four school districts, to help low-achieving students bridge those gaps. In this view, at-risk students would be even more likely to benefit from reform than more academically advantaged students.

The key question we asked in comparing student achievement before and after the introduction of the reforms is whether there are benefits for low-achieving and minority students as well as for higher achievers and white students. Data from our four districts showed that, in general, low-achievers did not universally fall behind after the reforms, as had been feared. Indeed, we found some test score trends showing students gaining more from school after reform than before, and this was true for both low-achieving and for higher-achieving students. However, these gains, overall, were very modest. As for instances of markedly worse drops in achievements through high school after reform, these most negative results actually happened more often for the higher-achieving group.

Let me now turn to a more detailed analysis of these findings.

Impacts on At-Risk or Low-Achieving Students

We defined at-risk students in all four districts as those at the 34th percentile or lower on grade 8 reading achievement tests. We tracked the progress of these eighth graders through high school in terms of their performance on reading and mathematics tests. We also tracked similar results for higher-achieving--that is, not at-risk--students. We examined the performances of two groups of at-risk students: a group that completed high school before the reforms were in effect (the pre-reform group) and the first group to pass through school under the full reform requirements (the post-reform group). Thus, the principal reforms (such as increased course requirements and graduation exams) were in effect throughout the high school years for the post-reform groups, but did not affect the pre-reform groups at all.

We have results, then, across their high school careers to compare two cohorts of at-risk students (pre-reform and post-reform) in four cities on two achievement measures each--reading and mathematics--or a total of eight achievement comparisons.

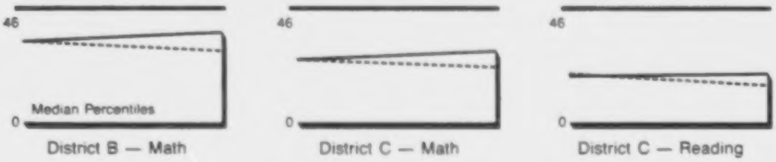
Our findings are negative on five of these eight outcomes, as shown at the bottom of figure 1. The most negative of these is in District B, where we see a decline throughout high school by both the pre-reform and post-reform groups in reading achievement. Further, the decline is slightly sharper for the post-reform group. The group starts grade 8 slightly worse off than the pre-reform group (at the 22nd percentile versus the 23rd) and drops to the 15th percentile, thus declining 7 percentile points or one more than their predecessors.

How do we assess the other four cases of no net gain? In District A, it is true that the post-reform group improved its percentile standing in both reading and mathematics relative to the norms. In addition, the post-reform group has higher test scores by grade 11 than the pre-reform group. But the growth rate of the post-reform group throughout high school was lower than that of the pre-reform group. (This finding is reflected by the somewhat steeper lines shown in the graph for the pre-reform group in District A.) Moreover, the post-reform group had a higher initial grade 8 performance than the pre-reform group. These initial differences may result from changes in the community or in testing practices, or could represent stronger performance at the elementary grades. In any case, the post-reform group's initial advantage fades in high school, despite reform efforts.

Figure 1:
Achievement of At-Risk Students: Comparisons of Pre-reform and Post-reform Groups from Grade 8 Through High School Testing

Pattern of Net Gain for Post-Reform Students Relative to Pre-Reform Students

a. Reversal from negative to positive trend

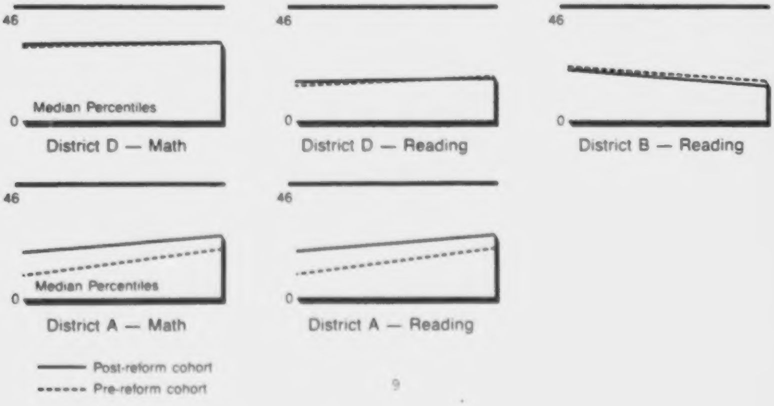


District B — Math   District C — Math   District C — Reading

Patterns of No Net Gain for Post-Reform Students Relative to Pre-Reform Students

a. Positive trends for both cohorts; less gain after reform

b. Negative trends for both cohorts; slightly greater decline after reform



District D — Math   District D — Reading   District B — Reading

District A — Math   District A — Reading

In addition to the District A results, we found two more examples of positive trends for both the pre- and post-reform groups but lower rates of gain after reform. In District D, the post-reform group started slightly ahead of the pre-reform group in both mathematics and reading, but lost those advantages and ended up only equal to, or slightly lower than, its predecessor by the final testing year.

On the other hand, we do have findings of net gain on some of the eight outcomes. The upper part of figure 1 shows three clear examples of positive impacts of education reform for at-risk students. Note that in all three cases, the post-reform group median percentile scores increased throughout high school, while the pre-reform group had had declines. In short, in these three cases, the post-reform group of at-risk students both improved their performance relative to the national norms and improved more than the pre-reform group (which, in fact, had declined rather than improved). These three positive impacts were found in District C in both reading and mathematics and in District B in mathematics.

These achievement results do suggest that at-risk students have not suffered "disasters" as a result of education reform in these four cities. But our findings on the eight outcomes are both mixed and modest.

Impacts on Black and Hispanic Students

We paid special attention in our study to the impacts of education reforms on minority students. I move now to the results for all black and Hispanic students, not just those with lower test scores.

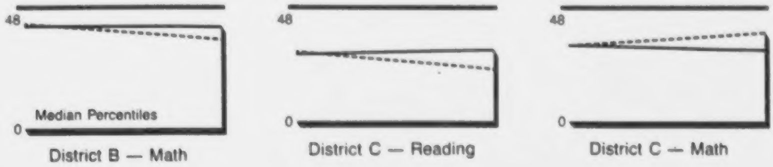
For blacks, the results are about the same as I have reported for students at-risk due to low reading achievement: 3 cases of overall net gain (see figure 2). The only difference is for reading in District D. Those results showed a slight positive trend (though no net gain) for at-risk students (see figure 1) but are increasingly negative for blacks after reform. Figure 2 thus shows two such cases of increasingly negative trends for black students, compared to only one for low-achieving students (in figure 1).

For Hispanics, the results were different. We had data for only six comparisons instead of eight due to the very small Hispanic student population in District C. The results showed no instances of net gains for the post-reform group and two cases of increasing negative trends. Figure 3 shows the reading decline for Hispanics in Districts B and D, which worsened after reform. Two other results--mathematics in Districts B and D--show the Hispanic students' performance relative to national norms declined somewhat during high school for both the pre-reform and post-reform groups. The results for reading and mathematics in District A

Figure 2: Black Student Achievement: Comparisons of Pre-reform and Post-reform Groups from Grade 8 Through High School Testing

Pattern of Net Gain for Post-Reform Students Relative to Pre-Reform Students

a. Reversal from negative to positive or flat trend



District B — Math

District C — Reading

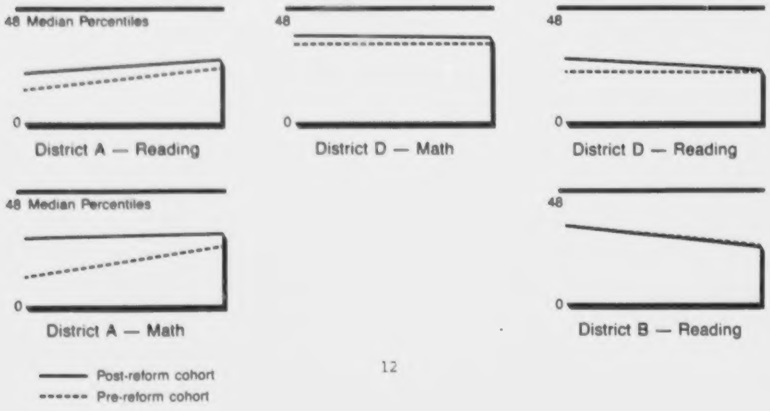
District C — Math

Patterns of No Net Gain for Post-Reform Students Relative to Pre-Reform Students

a. Positive trends for both cohorts; less gain after reform cohorts

b. Almost flat trend before and after reform

c. Negative trends for both cohorts; slightly greater decline after reform



District A — Reading

District D — Math

District D — Reading

District A — Math

District B — Reading

Figure 3: Hispanic Student Achievement: Comparisons of Pre-reform and Post-reform Groups from Grade 8 Through High School Testing

Patterns of Net Gain for Post-Reform Students Relative to Pre-Reform Cohort

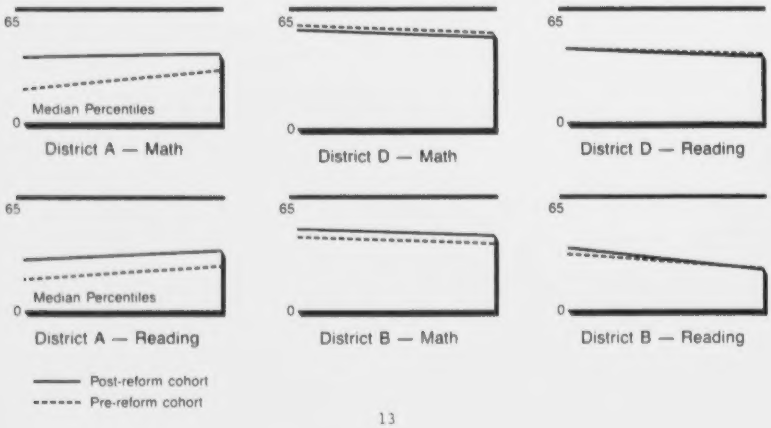
— No instances —

Patterns of No Net Gain for Post-Reform Students Relative to Pre-Reform Students

a. Positive trends for both cohorts; less gain after reform

b. Equally negative trends

c. Negative trends for both cohorts; slightly greater decline after reform



were mixed, but essentially the same as the pattern of no net gains we saw for blacks and for at-risk students in District A.

In short, our results suggest that the education reform experience may have done less to aid Hispanic students. (Since there are few Hispanic students in the successful District C, we cannot tell how their comparative performance would have been there.)

Impacts on Higher-Achieving Students

We also traced the experience of higher-achieving, not at-risk students: that is, those scoring at and above the 35th percentile in grade 8 reading. These results served as another yardstick against which to measure the results for low-achieving students and for minorities, but they are, of course, interesting in and of themselves.

We found somewhat weaker performance by the better students than by at-risk students (see figure 4). District C again showed net gains in both reading and mathematics. The District A mathematics results were somewhat positive in that the downward trend for the pre-reform group improved slightly. However, there were three instances of increasingly negative results--reading and mathematics in District B, and reading in District D--compared with only one in figure 1.

In summary, we did not find, in these four school districts, that education reform has produced more favorable results for

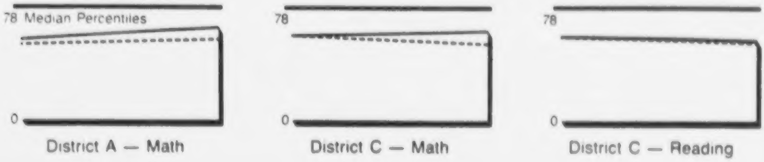
Figure 4:
Achievement of Not-at-Risk Students: Comparisons of Pre-reform and Post-reform Groups from Grade 8 Through High School Testing

Pattern of Net Gain for Post-Reform Students Relative to Pre-Reform Students

a. Positive trends for both cohorts; more gain after reform

b. Reversal from negative trend to positive trend

c. Negative trends for both cohorts; slightly less negative after reform

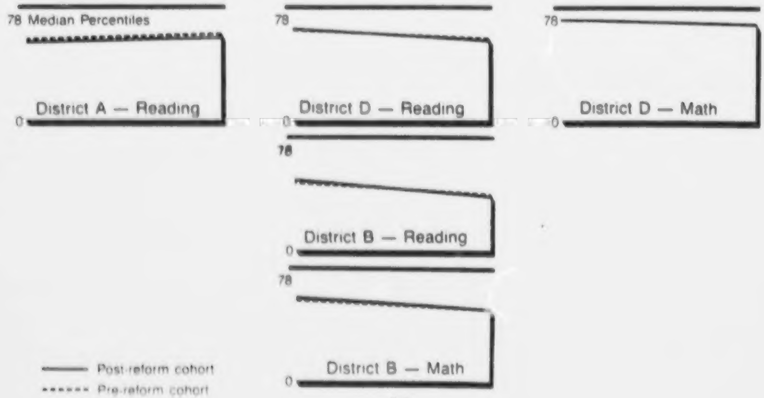


Pattern of No Net Gain for Post-Reform Students Relative to Pre-Reform Students

a. Positive trends for both cohorts; less gain after reform

b. Negative trends for both cohorts; slightly greater decline after reform

c. No change in negative trend



higher-achieving students than for at-risk students. However, two caveats are in order here. First, we included students at and above the 35th percentile in our category of not at-risk students, so the group incorporates students presenting a fairly wide range of performance. It is possible that favorable results could be found within smaller subsets of this not at-risk group. Second, this sample of four school districts contains large numbers of at-risk students and high percentages of non-white students. The results for the not-at-risk group may therefore have been atypical of the same group in a differently proportioned sample.

The impacts of education reforms on at-risk students, however modest the net gains, appear somewhat more positive in the light of this comparison, since the performance trends of higher-achieving students may be, if anything, somewhat worse than that of the lower achievers. I refer here only to the patterns of changes for the two groups; the not-at-risk group obviously continues to have higher median achievement scores than does the at-risk group.

Conclusions From the Data on the Impacts of the Reforms on Achievement

Our analysis of these data lead me to four findings and two observations. First, school districts have made efforts to be fair in their programs, by intervening in favor of those most at risk of failure under the tougher requirements. Second, in our four sites, education reform did not result in either marked losses or substantial gains in academic achievement for at-risk students. Improvements were small. While we found more cases of net gains than worsened negative trends, it is also true that most of our comparisons found no net gains. Third, black students showed a very similar pattern to that of at-risk students. Fourth, Hispanic students showed the least favorable trends in reading and mathematics scores. Not only did we fail to uncover any net gains for them from reforms in the three school districts that had Hispanic students, but the trend of their scores across high school was down in most cases. This was the only group we studied which did not share at all in the modest gains associated with reform in some places.

A first observation based on these findings is that, for most groups of students--including higher-achieving students--on most tests in these four districts, the plain fact is that net gains did not predominate. In many cases, students after reform showed smaller achievement gains in high school than did students before (though at least they gained a little). Still, as I noted earlier, our study was conducted at an early stage in the development of these reforms, and it may be that after a few years of experience with them we could see some greatly enhanced student achievements. Or else subsequent changes in districts' programs could lead to different and better outcomes.

The second observation is that the small degree of improvement we are reporting may be a reason for another kind of concern, and that is that even these modest results may not be educationally significant. During our site visits to the districts, we were told that--in the face of new reforms requiring students to pass high school exit exams--concerned teachers sometimes "taught to the test." This is not necessarily a negative finding if it stems from more intense, effective teaching of general skills, because higher scores could be interpreted as reflecting better-prepared graduates. However, students (and society) are less well served if teachers "teach to the test" in the narrow sense of using materials like the test and teaching students how to deal with particular kinds of items. That approach might lead to more proficient test-takers but only an illusory benefit from reform.

In summary, then, impacts on at-risk students' achievement from education reforms were not strong one way or the other. There were some small gains, but these were matched by more negative trends especially for higher-achieving students and Hispanics.

IMPACT OF THE REFORMS ON DROP-OUT RATES FOR AT-RISK STUDENTS

The next question we asked was whether at-risk students quit school more in the post-reform period under the pressure of more rigorous academic requirements and whether they quit school more than other students. Two of the four districts provided data that allowed us to calculate drop-out rates in the pre- and post-reform cohorts.

We did not find a consistent pattern of results for at-risk students in the drop-out data: the trends were not the same in the two districts which had usable data. The drop-out rate for low-achieving students across the high school years worsened by three percent for the post-reform group in District A. It improved by one percent in District D. These trends were the same for all students, no matter what their achievement level. Educators we spoke with in the two districts had many views about the drop-out problem but we found no consensus that could explain the small fluctuations we found in the data. It seems reasonable to believe that education reforms did not have a particular effect on drop-out rates in these two school districts.

IMPACTS OF THE REFORMS ON ENROLLMENT IN VOCATIONAL EDUCATION

The last question we examined, after looking at the achievement and drop-out effects of education reforms on students, was whether those reforms affected students' enrollment in vocational education courses. Recall that the reforms we studied included tougher graduation requirements (such as more academic courses and proficiency exams), as well as stricter requirements making activity and athletic participation contingent on attendance and grades. The effect on students here could be expected to come through their schedules: more time spent on academics, either in new courses or in remedial work for the exams, reduces opportunities to enroll in vocational education courses that are usually elective, not required. Low-achieving students in general would have more trouble meeting increased academic requirements and would be more likely to have to participate in required remedial instruction. These would pose obvious barriers for those who wanted to take vocational courses.

Thus the questions we needed to answer were first, what has been the effect of reforms in four school districts on all students' vocational education enrollment? And second, have there been disparate impacts on low-achievers?

We are particularly pleased to be able to present at least part of our analysis on the topic today, since we believe it is a start towards significant improvement of the data available on the subject. For example, we found data from state education agencies in two of the states where our study districts are located which indicates that statewide vocational education enrollment has declined over the years that education reforms were implemented.[1]

We believe observers should not draw the obvious conclusions, however. Such aggregate figures can present at least two sorts of problems:

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[1] In one state that increased academic graduation requirements and mandated remedial instruction without funding a longer school day, vocational education enrollment decreased by 7,335 or 6 percent from 1984-85 to 1985-86, the time period coinciding with the first and second years of educational reforms. During this same time period, enrollment in state mandated remedial math, English, and reading instruction increased by approximately 6,000. Data from another state demonstrate a steep decline in vocational education enrollment after educational reforms were implemented and a strong up-swing in vocational education enrollments several years later (from 760,000 in 1981-82 to 433,000 in 1983-84 and back up to 734,000 in 1986-87). In this state, requirements were toughened two years before the state funded an additional period of instruction per school day.

-- they include all school districts, thus mingling a wide range of variation in schedule and vigor of reform; and

-- they can be affected by overall declines in student enrollment, which would affect enrollments in all course areas, not only vocational education.

A better test of the effects of reform will come from studies of actual course-taking in specific districts over time, in relation to specific histories of reform activity. To show the potential of such analysis, we can report today on our work analyzing one district's records on different groups of students' course enrollments before and after new requirements went into effect.

We found that the average student in the post-reform group took more academic courses and fewer vocational courses than his or her predecessor--about two more academic courses and one-half a course fewer in vocational education. Academics could increase without a corresponding vocational course decrease because this district expanded the day, adding one period of classes per day after reforms were implemented.

Did the at-risk group experience special pressures, owing to remedial classes perhaps, that may have caused a steeper drop in vocational enrollments? Our data, from this one district, say no. We found precisely the same pattern for the at-risk group after reform as for all students: more academics (about two courses) and a smaller decrease in vocational enrollments (about one-half a course across the three years of high school).

SUMMARY AND CONCLUSION

We have reported here that education reforms in four school districts, located in four different states, have included significant efforts to help all students succeed, but have attained thus far only modest success in changing the trends of achievement seen before. We were impressed in our site visits by the school district staffs' general concern about low achievement, by the remediation requirements for those who have not succeeded, and by the dedication of teachers as shown by volunteer efforts before and after school and in summer to give extra help to at-risk students even when districts could not afford to expand the formal program. In that sense, the reforms have engendered not only more academics and higher standards, but an effort to encourage and support those who have not been successful.

However, the results are mixed. We saw some net gains, but not as many as there perhaps should have been, given the extensiveness of the reforms and the hopes of their advocates. The impacts of reforms specifically on at-risk students were modest in terms of net gains, although they appear somewhat more positive when compared to impacts on higher achievers whose results were somewhat worse.

The results for Hispanic students showed once again that educators still have a long way to go in designing effective education for them. We saw no net gains in the Hispanic data. The trend of their achievement across high school, in two of three school districts we studied was downward even after reform: students performed worse relative to national norms at the end of high school than at the start.

Did reform accelerate dropping-out, or lower vocational education course-taking, especially for low-achieving groups? Our data disclose no dramatic or consistent effect in either case. Considering two districts, dropping out went up slightly in one and down slightly in the other, and for everybody. With respect to course enrollments, we saw a small decline in vocational course-taking, but no one-for-one swap in which added academic classes replaced previous vocational courses in the one district we have looked at so far, and the pattern is again the same for all students. The key here is apparently adequate resources; when the school day can be enlarged, then vocational electives can coexist with additional requirements from reform.

All things considered, if the education reforms we examined in four city school districts did not have the damaging effects on low achievers that some feared they would, it is also true that they did not produce the general advances their advocates have hoped for.

This concludes my prepared statement. I will be happy to answer any questions you may have.

Mr. **Ford**. Thank you.

Mr. Sawyer.

Mr. **Sawyer**. Thank you, Mr. Chairman.

I was wondering if each of you might be willing to address the issue of set-asides and the question of whether you support the status quo, or do you see some way that we can continue to guarantee access while we improve the quality of programs in general?

Dr. **Phelps**. Mr. Sawyer, speaking on behalf of community colleges, we do have an open door policy which, in effect, means that a student comes on a first come/first served basis.

One of the things that we have noted that is extremely important when dealing with these at-risk populations is making certain that the student understands how to get into the system and making certain that there are outreach programs and student support systems along with the vocational assistance.

Mr. **Sawyer**. We are talking about whether the set-asides under the Federal law are appropriate, not whether or not there is access to programming.

Mr. **Wirt**. What we found in the National Assessment is that set-asides alone are not sufficient to target resources on special populations. If you wish to add extra resources and see that there are extra services provided for disadvantaged students, then simply saying that a certain percent of the Federal funds should be spent on those students is not necessarily enough to result in more services or expanded programs for those students at the local level.

It is possible for a recipient to take the Federal funds that were to be spent on programs for the disadvantaged and use them to fund the existing programs and then use the resources that might otherwise have been spent for other purposes. So it also requires some mechanism of excess costs to try to direct the resources to extra services.

So the question is not only do the set-asides work, but are there also other mechanisms of regulating expenditures that need to go along with them.

Our studies indicate that in the Perkins Act the introduction of the formula and the tighter excess cost provisions has not changed the targeting of Perkins funds in districts with large concentrations of poor students.

It is a somewhat difficult point. The General Accounting Office indicated many of the problems with the formula. It might be possible to make the targeting provisions work better than they have if there was a clear definition in the law of "disadvantaged students" or "special population students," not for many different factors but a clear definition.

Then effort would need to go into explaining the regulations and essentially developing the targeting mechanisms.

So if one wanted to pursue the set-asides—my main point is, one needs to go beyond just the set-aside and implement the regulatory mechanisms that would see that the monies are spent as Congress intended.

Our proposal that we have for the secondary level is intended to produce the same sort of accountability, which is critical. We think that a supplanting provision is still needed, and we recommend targeting much of the Federal resources on improvement efforts in a limited number of schools, which will make it easier to not only direct the Federal effort towards improving the schools in those communities on vocationally-based programs but make it possible to account for the funds.

One thing I didn't mention on the postsecondary level on performance incentives is that, clearly, the Congress could require that extra weight be assigned for disadvantaged students or for special population groups of different kinds. We said the States should develop the formulas, but that doesn't mean that Congress couldn't say that certain weightings would be applied.

Also, we have recommended a period for the development of the formulas, because there are difficult questions of how to design the formulas so that the resources would reward institutions that are doing an especially good job with disadvantaged students.

I think the attractive point about the performance incentives for targeting resources is, what you are really interested in is better education and better results for those students, and it looks to us like performance incentives would be a good way to accomplish that.

Mr. Sawyer. Is it your view that if we adopted the reforms that you mentioned that we would continue to need the set-asides?

Mr. Wirt. Our recommendation is not.

Mr. Sawyer. Mr. Kadamus.

Mr. Kadamus. I think from the State perspective, we think that having a balance of set-asides as an access mechanism and program improvement is important, because access to not a quality program is not really access, and so there has got to be that balance.

I think our biggest problem we find—and I think it has been echoed by both Bill and John—is with the way the set-asides work within a State. I will make three points on that.

Number one is, the money is driven to those districts that have the best record on handicapped and disadvantaged already; that is what the Federal formula does, and I'm not surprised to see some of Bill Gainer's figures because, in fact, it is not driven to the agencies that have a gap between the percentage of students that should be served versus the percentage of students who are being served but, in fact, the students who have a high concentration of disadvantaged and handicapped students already in programs continuing to get rewarded with more money, and those that aren't serving don't get the money the next year. So the Federal formula doesn't drive you towards closing that gap but, in fact, may even exacerbate that gap over time.

Second, the formula currently, by requiring the money to go to all eligible agencies, spreads the money so thin. I think both the National Assessment and GAO show that the grant awards—I know in New York State the average grant award for handicapped is $4,000 and for the disadvantaged it is about $4,500. There is very little you can really do with that, and we have tried to go more towards a definition of what we call major providers so that we can concentrate the money particularly on those agencies, larger agencies, with concentrations of disadvantaged students and be able to move all of the dollars, not just the access to set-aside money but also program improvement money to those particular agencies.

The third point I will make is what I will call the double whammy of matching and excess costs. Both of those requirements together really provide a significant disincentive towards serving disadvantaged students. Together, they really cause a problem. One or the other, I think, is helpful from an accountability standpoint, but we say, "We can only allow you to pay for the excess costs above the normal costs. Let's say it costs $2,000 for a normal student, $4,000 for a handicapped. We will allow you to pay $2,000 of that money, but because of the matching you only can pay for half of that." So essentially what we are doing is really providing a lot of restrictions on those poorest agencies and, I think, causing some of this turnback of dollars that you are seeing in some of these studies.

I would agree with John from the standpoint that the way to move on this is to allow the States some greater flexibility in moving these monies but also provide some performance standards, have them develop performance standards, which show that they have served students and closed this gap between the percentage of students who are in need versus those that are in the program.

Mr. SAWYER. One more, if it is all right, Mr. Chairman.

Should I conclude that the kinds of things that I am hearing from my State—that maintenance-of-effort requirements can actually have a chilling effect on the quality of innovation that takes place?

Mr. WIRT. I guess I would respond to something Jim said. It is our sense, in looking at the effects of the maintenance of effort—well, first of all, the maintenance of effort requirement in the Perkins Act has really not been translated into a meaningful provision.

Our findings on excess costs, I think, are generally that while some school districts, particularly large school districts, had some difficulty with the matching provisions early in the implementation of the Perkins Act, it has not turned out to be a particularly difficult kind of requirement to meet. There are services being provided to disadvantaged students involving excess costs, and the Federal funds can be used to cover those activities.

What we have tried to do is go out and look, and ask the question, are there new things going on in the district because of the Federal funds that you didn't expect? I think if you read the testimony and our final report it will provide some more explanation of that.

The other point about set-asides is, when we have looked at the State allocation process, where there are several set-asides in the act, what often happens at the State level is that for each of the set-asides, a series of decisions will get made as to how the money will be allocated. So one set-aside may turn into three or four different purposes and activities.

So, in some respects, set-asides spawn set-asides when they go to the State level. So we think it is important to establish the idea of developing State priorities and concentrating the money there.

I think another important thing is that we think an objective of Federal policy should be to try to get program improvement funds directed to the improvement of programs where there are many special populations, so that the idea of program improvement should not be program improvement for these students and special services to these students, so that the law would need to reinforce that principle.

Dr. **Phelps**. Mr. Sawyer, if I may, I can't answer your question now; I do understand it. I don't believe that set-asides targeted to the special populations have been advantageous to our district. We have found that, for example, for disadvantaged and handicapped students, Perkins funds may only be used as 25 percent of a project, and the funding for the other 75 percent may not come out of normal maintenance of effort matching. It is also costly and difficult to track the number of handicapped students to satisfy the Perkins guidelines. We would like to be able to match with maintenance of effort funds and to make justified estimates of students served rather than precise documentation in some cases.

It seems to me that the outcome is what we are looking for. As I listened to Dr. Wirt, we have a lot of very frustrated individuals who want to put down the paperwork and assist the students, and if you spend as much time as currently required in filling out forms and trying to account for what is being done for students, if you take a look at the old poverty programs where people turned away, programs that generally assisted central core cities were not always designed to meet the criteria of the Government. I think it is essential that bureaucrats and individuals that are being held accountable for the funding that is provided by Congress make certain that they have an idea of what is going on.

If there is a critical issue in community college education that we need to look at and address, it is support services for students. Eighty percent of our students are working, and they are maintaining homes, are heads of households. They need support systems that get them through point A to point B to point C. The amount of time that we are making bureaucrats out of educators is really ludicrous.

So I would appeal that the provisions in the new law be very concerned about how much time is spent in trying to track and step through a paper maze in order to account for what little funding is made available.

Mr. **Sawyer**. Thank you.

Chairman **Hawkins**. The chair would respectfully ask that we try to conform ourselves to the five-minute rule and then, assuming that time is remaining, then we can have a second round. Otherwise, some of the Members may not have an opportunity to get to their questions.

Mr. **Sawyer**. Mr. Chairman, thank you for your latitude on that.

Chairman **Hawkins**. Mr. Sawyer, I know that you understand the problem of the chair as well as anyone.

Mr. Smith.

Mr. **Smith**. I have one quick question, and then that hopefully will lead to a larger one.

Mr. Wirt, I believe it was you who said that less than 50 percent of those who graduate from vocational education programs get "good jobs." My question is, how much less than 50 percent? I mean what is the number?

Mr. **Wirt**. Well, it is hard to say what the number is.

Mr. **Smith**. Just do your best. Give me a ball park.

Mr. **Wirt**. What we have done is try to look at the rate at which students get good jobs depending upon how much vocational education they take and to try to find out if students that take more end up getting better results.

Mr. **Smith**. Excuse me. I don't want to be rude, but I only have five minutes, and this isn't the point. Just give me a ball park.

Mr. **Meyer**. The number is probably on the order of 20 to 25 percent.

Mr. **Smith**. Thank you.

Mr. **Meyer**. That depends on how you map it out.

Mr. **Smith**. I understand. We all live in an approximate world. Now I am going to say something, and then I am going to have a question, and I would like for each of you to try to bore in on it if you can, because I know the chairman is concerned about time.

Applying this sort of layman's rule to what I have heard, I have heard that we have a problem targeting the money in this from the point of view of financial accounting—and we have had a little trouble with that—that, in fact, being a little more general than I would like, there really hasn't been much academic pay-off, if I think of it in terms of the dropout rate, the Hispanic data, and, in fact, the data that Ms. Chelimsky put in. There has been a little bit up here and a little bit down there, and it has been pretty minor. So there really hasn't been much academic pay-off. The world has not moved under our feet or the feet of the children that we wanted to help, and now we know that between roughly three out of four children, despite all this, still don't go out there and get to enjoy the full fruits of participation in this society.

I have two questions. One has to do with set-asides, and one has to do with the regulatory burden that I believe, quite frankly, Doctor, is not only crushing postsecondary educators, I think it is crushing secondary educators too. So I have two questions.

One: Do any of you really believe that by better targeting of set-asides we are going to move the numbers? Does anybody really believe that that is going to change children's lives in schools?

The second question is: How about for the districts that like the way they are doing business, let them do business that way, but instead of trying to write a new part of the law, how about a circuit breaker for school districts that want to be held accountable for outcomes and want to be free from the regulatory overload to write their own plan, not at the State level but at the collegiate or the school district level and say, "We're going to do business, we will produce the following things for you, and get off our backs, and let us go do it"?

Dr. **Phelps**. Mr. Smith, if we had that opportunity, we would dance in the street. The circuit breaker approach really—we would probably create a lot of anxiety in a lot of funny places, but we would get results.

Mr. **Smith**. You would educate children.

Dr. **Phelps**. We would educate youngsters.

Mr. **Smith**. Adults.

Dr. **Phelps**. And I think it is very important to realize that the individuals that come to community colleges are succeeding. Certainly you can find a statistic around certification and credentialing in degrees, but I can assure you that most individuals that come in will find whether or not they belong there, and of the 40 or 43 percent that drop out nationally from community colleges, we know that a very high percentage of those individuals do receive what they need. They don't have to be there for certification.

If there has been a problem with the private sector, business and industry, it is the 10-week system or the semester system. Business individuals become frustrated with institutional learning because they have got it all set up in some academic model rather than getting a person in—if you need somebody at the Foss Tugboat to train sailors to get out and tie knots, it doesn't necessarily take 10 weeks, and if a small business operator can use the public sector for that kind of training and put people to work without all that certification and credentialing, that is what community college education has become.

Mr. SMITH. I appreciate that.

Mr. WIRT. In response to that, we have also found in the National Assessment—there are no magic solutions. We have found that the quality of vocational education is substantially worse for students in poor communities, and I think that that is a problem that should receive Federal attention and that Federal resources should be directed to improving the quality of education for the students in our schools who have the least access to good vocational education in this instance.

Mr. SMITH. Excuse me. In the interests of time—I know the chairman wants to move this along, and I was hoping also to get to the vocational directors—could you, sir, respond in writing perhaps? Would that be acceptable to you, Mr. Chairman? because I know you have other people who have questions, and I don't want to drag this on.

Chairman HAWKINS. Let's give the gentleman another minute to respond.

Mr. WIRT. Thank you. I think I can respond briefly.

I think we also would welcome your proposal. I think what is important—and when you break down the NAVE statistics on that 25 percent, in fact, the students who take a concentrated, coherent program of vocational education where it combines applied academics and vocational education—what we call a sequenced or an integrated program—in fact, do the best, and what all the restrictions tend to do is fragment that program, not allow the educators to put together a coherent program of applied academics, reinforcing basic skills, and give the occupational skills that students need. That is what we need to encourage, and that is where we need to go, and your proposal would provide that kind of flexibility.

Mr. SMITH. Thank you. I would love to talk to you about it later. Thank you, Mr. Chairman.

Chairman HAWKINS. Thank you.

Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman.

I heard the magic word "integration" of these programs. For a long time, I have been concerned with the fact that the gentleman from the community colleges just articulated about how we are hung up on semesters, and quarters, and periods, and so on. Indeed, even with all the present restrictions, there is a ray of sunshine out there.

I would ask the gentleman who did the work with the National Assessment if you saw any examples of places where vocational education is being integrated with other resources, such as using Title I money at the high school level, which is rarely done unfortunately, mainly because we don't have enough Title I money, or Chapter I it is called now.

Where we have seen local school people with all this to do, they put them together very successfully. Then that jumps into the next thing: These tend to be the same people that you find who ignore the idea that everybody finishes the semester at the same level of vocational achievement. They start going back to what the military schools did in my time, training you until you could pass a test to show that you had this level of proficiency. Then you went to the next level of proficiency, and ultimately you were called something—an aircraft mechanic; in my case, an aviation ordnance man. Whatever the ultimate title, the person who got you knew that you had been able to do each of these steps.

That doesn't fit with so many weeks and so many hours of instruction, because some parts of it some students get right away and they are ready for the next step, and others are still struggling with it at the end of the period.

So some school people have found ways to take their vocational education programs into the future in this regard. Did you run into that in the assessment? Did any of your samples show you that kind of successful local ingenuity?

Mr. Wirt. Yes, we have. We supported a project to go out and look very hard for some of the best examples of local school systems and area schools in some cases where they have been attempting to expand the academic content of vocational education at the same time that they have been also rethinking the teaching of academic subjects so that there is less isolation of what is learned in the academic part of the curriculum from what students are doing in vocational education.

I think what is interesting about these places that we have found is that they are trying to provide more use of the occupational education and the vocational education to provide more meaning for the students, and that can be particularly important for the students who do it.

I think also they are trying to raise the level of vocational education for those students and, you know, challenge their thinking. I think that, in some ways this is more than integration. The important concept is to raise the level, challenge thinking, make it more demanding, and I think that is happening but not in many places. It is starting, and there are vocational educators who are doing it, but there is a big job to do.

Mr. Ford. We have a bill pending, which I hope will be an amendment to this reauthorization that we refer to as "2 plus 2," trying to have a meaningful program developed for students that ties together the last two years of high school with the first two years in a community college, or any college that is willing to develop a program to work with it. We have some indication that some of the four-year colleges in urban areas might be interested. I don't know whether it will work out or not.

But when we were looking at that, one of the driving concerns for people who have been talking and thinking about it, my State, as a matter of fact, has 10 grants out there. They have used some of their vocational education money from the Federal Government. They have arrangements with community colleges in 10 locations in the State of Michigan that are, even now, doing what we think the "2 plus 2" would encourage. They have done it on their own, and everybody I have talked to—interestingly, none of the programs are down in my part of the State, in the most urbanized part of the State, they tend to be where smaller communities are. Maybe there is some reason why community colleges and high schools get along better out in the more rural parts of the State. But they are working in places that you don't think of as the most progressive parts of my State under normal circumstances. The people who are involved with them are very enthusiastic that they are succeeding.

When you put that together with what we talked about in integrating the use of other resources like remedial programs with vocational education, I think you get back to Mr. Sawyer's question that some of us are bothered by. In the sixties we had set-asides for about 10 percent of the funds. In other words, we sent the Federal funds out and said, "You will set aside 10 percent of the funds for these purposes."

The last time around, we fought that down from about 80 percent in the Senate bill to, we ended up with 55 percent, I think it is now, in these various little categories.

We keep hearing sort of on the wind from people that these get in the way, that these arbitrary set-asides—so much for displaced homemakers, and so much for this category and that category—get in the way of doing what Mr. Smith was suggesting with his circuit breaker: Let us do what makes sense for the population we are working with, and then look at the results, and if it comes out all right, let the end justify the means. I think that is what he was saying.

Now how do you people on the panel react to the idea of freeing up more of this money without these categorical set-asides? I know some of the interest groups will even now start to squirm about the idea that we would lessen the mandated set-aside for displaced homemakers.

Is it possible that we could release some of this money to the educators and get better bang for our buck than we do when we get them trying to fit things into these nice little categories with titles rather than substance?

Chairman Hawkins. To whom on the panel?

Mr. Ford. Anybody that wants to respond.

Chairman Hawkins. I would say that everybody can't respond. Could we have two witnesses respond? Otherwise, we are going to get into a series of responses.

Dr. Phelps. I would like to respond, Mr. Chairman.

Chairman Hawkins. All right.

Dr. Phelps. First of all, I do believe that in the reauthorization bill serious consideration should be given to directing funds directly to the educational enterprise rather than through a series of State agencies where you have a reinterpretation of every rule, regulation, and law that may be far from what the Congress intended. I think in that manner there would be more money to be utilized at the local level.

I also believe that if districts can demonstrate two things—that they are innovative—for example, we have four colleges with "2 plus 2" programs and one establishing a middle college, and earmarking students from the high schools that can be identified and pulled over—the public school teachers are working with our college on the campus; they even have a principal that has been identified to become a part of the college setting for these high-risk students. Those kinds of programs ought to be rewarded and not snuffed off, where you have to rush off to Kellogg Foundation or the Ford Foundation, if you will, to try to find the funds to make them work. We could do a great deal more with a lot less bureaucracy.

Mr. **Wirt**. I will try to be very brief.

We find in the National Assessment that the quality of vocational education is not as good for poorer students as it is for wealthier students, and at the postsecondary level we find that minorities and poor students do not complete programs at the same rates as other students.

So I don't think the answer is loosening up—there are problems to be solved, and if you wish to direct resources to solving those problems, then I don't think that simply freeing up the strings is the answer.

Our proposals have tried to build other kinds of incentives into the policy that we think stand a better chance of working, but it will take some incentives, it will take some leadership, and it will take some action on the part of Federal leaders and State leaders to work on those problems.

So I don't think that it is a matter only of loosening up the strings and the response will be forthcoming. The problems are there, and they have been there for a long time.

Chairman **Hawkins**. If there are no objections, the gentleman will be given one additional minute.

We will recognize then Mr. Kadamus.

Mr. **Kadamus**. Yes, sir.

Mr. Chairman, I think that the view of the State directors is that there should be greater flexibility but it has got to be balanced with a greater accountability system, and we would be looking at the States playing that lead role, and that is the reason we think the States have to be strongly involved in this, in directing this.

I think that John's studies have shown that where there is strong State leadership and there is strong State direction and accountability, they can make things happen.

What we are really interested in is some kind of site-based accountability, or building-based accountability, not just necessarily a whole city being accountable. As we found, for example, in the city of New York, we have had to go to a planning process and a performance system that looks at each building in the city of New York, not just the total system, because you can have some very, very good examples of vocational education and some very poor ones in the same single locality.

So we think that accountability has to be at the building level, through the performance of those students at a building level.

Mr. **Ford**. If you look at page 1 of Mr. Gainer's testimony, he shows very vividly with the pie graph that 43 percent of the funds currently go to program improvement, 12 percent to adult training and retraining, whatever that means—that is the point at which this gets kind of weird to me, because it depends on the ingenuity of the local people to put the right label on a door that people walk through as to whether or not they are complying with this—10 percent to the handicapped; 8.5 percent to single parents and homemakers, 22 percent to disadvantaged, 1 percent to criminal offenders, and 3.5 percent for sex equity. That is, 57 percent of the total pie is supposed to be fit into these categories when you are designing a program. What some people who look to me like they know what they are doing out there are saying to me is that they spend an awful lot of time trying to figure out names and titles for course work so that they can have a piece of paper to show an auditor that says, "Yes, we have got 1 percent of the money into criminal offenders programs, and we have got 3.5 percent into something called sex equity," and they go on around the pie.

Now Mr. Gainer's testimony went on to tell us that when you get to that 22 percent set aside for the disadvantaged, it isn't working; it is not targeting the money to the disadvantaged at all; it is being interpreted in a way out there so that, in fact, we had on his first chart that tremendous contrast between California and New Jersey on the relative amount of money going to what we have always called the disadvantaged population. We thought ever since 1965 it is the basis of the formula of Title I, now called Chapter I, that there is a high correlation between concentrations of low-income people and need for additional educational tools.

Now most of us, in writing this legislation over the years, have thought that that was what we meant when we were talking about disadvantaged. Mr. Gainer is telling us in his report that, at least on the basis of a relatively small sample, that is not the way it is being done with vocational funds. It results in the unusual situation of one State spreading the money all over and tipping the bulk of it into the more affluent districts and another State concentrating the money and tipping most of the money into the school areas that have the most poor people living in them.

Now they can do both of those things, apparently, within the limits of the present regulation, so we are kidding ourselves that the 22 percent targeting is really targeting. All we have done is what the doctor has suggested here, created a hurdle to jump over for auditors, and it doesn't get anybody educated.

What some of us are trying to do is get away from these targetings and let the people in the State do what they seem to be doing to a large extent already and, if necessary, say to them that you have got to put more effort in and show us what you are doing for the people most at risk, and do it by results rather than by arbitrary percentages.

Thank you, Mr. Chairman.

Chairman **Hawkins**. Thank you.

Mrs. Lowey.

Mrs. **Lowey**. Thank you, Mr. Chairman.

Mr. Kadamus, I am particularly interested in demonstration projects that are going to work, and in talking to people in our community colleges in Westchester County and people at BOCES, it seems that it is absolutely essential that we focus on consolidated services, child care, financial support, and job placement, in addition to remedial services.

Now what I am interested in is, number one, what portion of the set-aside you think should be for demonstration programs. You are saying that they should go through the State. I am not convinced that they should or they shouldn't. I just want to see that they work and that the local demonstration projects can have enough flexibility so they can focus on education and getting these kids jobs.

So I would like you to comment on, number one, what portion of the set-aside you think should go for demonstration. I would be interested in your discussing with us the kinds of demonstration programs in New York State that you think have worked.

I would also be interested in hearing, at a later date, about the fact that the educational reforms we are talking about have barely helped at all. I question the educational reforms. You know, maybe they really weren't educational reforms, and that is why they didn't lead to any improvement on the part of the youngsters who were participating in the program.

But could you comment on the demonstration programs?

Mr. **Kadamus**. Let me give you an example of one program that we have done in New York State which you may be familiar with called the ACCESS Centers, Adult Comprehensive Centers through Education and Support Services.

What we have done is combine money under the Perks Act, the Department of Social Services, and under JTPA, as well as State funds—four different fund sources—to provide adults with a continuum of services and instruction under a single location. We have funded one agency in each county to do this, and we have eight demonstration sites going on right now.

We require the secondary, postsecondary, community organizations, all the agencies, to get together in a consortium to do this, because what we are finding is that certain people teach literacy skills, other people are involved in vocational training, other people are better able to provide some of the support services, the assessment and counseling—for example, community organizations. All those sites are required to have on-site child care in them.

The idea is to provide what we call a continuum of instruction. A person could conceivably walk in the door—and this is at one physical location—walk in the door and get instruction all the way from basic reading and English as a second language through occupational skills to beginning college courses. That is the kind of demonstration that we need to put together.

What is interesting is that we have had to package money under the adult set-aside, the single parent set-aside, and the program improvement set-aside. We have pulled money from a lot of different parts to be able to do that. We have been able to do it under Perkins, but we have had to go through a lot of gyrations to do it. That is an example, I think, of how you can use the existing funds.

The question about how to make it more flexible, whether or not there should be a percentage: I think the program improvement money, whatever the percentage of program improvement money, the incentive there really should be on demonstration and building quality and capacity. We felt, for example, in our ACCESS centers, that the problem was the lack of capacity for adults, particularly public assistance recipients, who don't have that anywhere in the State of New York. They have to move from one part of the system to another part of the system in order to get their education and training, and by putting it together what we are trying to do is provide that continuity so that they will stay in the program and complete.

A similar situation in the secondary level—trying to put together an integrated program of academics and occupational skills. We have put out a lot of the demonstration money for that in New York State, again under the program improvement, to encourage districts to either do it on a "2 plus 2" basis or to be able to put it together within their own school district or between school districts and BOCES.

So I guess I am not ready to give you a specific answer about, you know, what percentage are disadvantaged, but I think this is the thrust of the program improvement emphasis of Perkins.

Mrs. **Lowey**. To what extent do you think that we should really go out and get that private sector involved, and to what extent are they involved in your program?

In our district, we are convinced—and we happen to be fortunate to have a large number of major corporations—that unless we get them involved we are never going to be able to accomplish our goals. I strongly believe that the private sector must get on board and provide those jobs for which we are training the youngsters. To what extent has the private sector been involved in this program?

Mr. **Kadamus**. It is involved to a great extent in New York, as you well know, and I think throughout the country. The key to the private sector is legitimate involvement, not just sitting around an advisory committee table but actually involvement where dollars are involved, where they are stakeholders in the system.

I think one of the tragedies in the Perkins Act was not funding the Title 3(e) program, the industry/education partnership. I think it was an idea that was well conceived, well developed by the Congress, to have a system where industry would actually have to put up cash dollars in conjunction with the Perkins money and the educational system to provide those kinds of partnerships. But, in fact, without funding, that has not really reached the kind of potential that we could have seen with the Perkins Act. I would encourage you to look at that particular idea again and really provide the funding for it.

Mrs. **Lowey**. Thank you.

Chairman **Hawkins**. Mr. Perkins.

Mr. **Perkins**. Thank you, Mr. Chairman.

I have been weeding through this testimony, and I am interested by a lot of the things I have seen. Of course, there is the controversy that is going to be going on, set-asides versus flexibility. We all know that is going to go on for a while, and we all know there is going to be a fight to see how that comes out.

I am a little bit interested—more than a little bit interested in specifically seeing how some of this money is better used to get to some of the poorer areas in some sort of effective system.

I notice in the testimony from the statement of the National Association of State Directors that they indicate eliminating the disadvantaged and handicapped fund matching requirements so that poor States and localities are not forced to return funds for lack of a match. Also, to change the State distribution formulas for special populations to concentrate the funds to the area most in need and allow some funds to be used to conduct state-wide activities to address those needs.

I wonder if you will comment a little bit and flesh out what other ideas you all have at this juncture to see that some of this money, as the testimony has indicated, reaches the poor areas where there is less likelihood of linkages between the postsecondary and the students in vocational education. Are there building programs that need to be included in any fashion in this act?

Mr. **Kadamus**. I am sorry, I didn't hear your last question.

Mr. **Perkins**. Are there building programs of any sort?

Mr. **Kadamus**. Building programs?

Mr. **Perkins**. Physical plants.

Mr. **Kadamus**. I think there is in some cases where there is not that capacity in the system, in particular in urban areas. I think we are finding that in many cases in urban and in rural areas. There is a deterioration of the physical facilities that students are provided education in.

I would like to elaborate and flesh out just the points we have made in the paper here. On the matching, again, it becomes the problem of what I would call the double whammy of excess costs and matching together, the kind of restrictiveness that it provides particularly the poorer areas. It doesn't surprise me to see data that says these districts have to have money turned back as a result of that.

Second, the spreading out. Our State directors' view is that there shouldn't be a Federally mandated in-state formula for any part of this act, that the States ought to be accountable to be able to do that kind of distribution and ought to be held to certain performance standards, but that, in fact, the Federal formula spreads money out, some a mile wide and an inch deep, and you end up with $4,000 and $5,000 grants to agencies. In many cases, they just don't think it is worth it and turn the money back.

I think when we argue for flexibility, the State directors' perspective is to balance that with a level of accountability, and I would like to explain a little about the idea of going down to the building level with that accountability.

I think we are seeing that when you have accountability, if it is just on an agency-wide basis—and I am going to use the city of New York as an example, and I think this is true in the larger urban areas where, in fact, you have to look at it building by building—you have to be able to say, "What kind of quality outcomes are we providing for students in this particular building?" One of the problems may be the physical facilities, it may be the equipment, it may be the curriculum that has been developed, it may be the qualifications and the teaching staff. Those are the kinds of things that we have been able to, in New York, begin to look at when we ask the cities to develop an overall plan that looks at the building level and provides that kind of accountability at the building level. That is where I think we have got to begin to focus our emphasis on accountability.

Mr. **Perkins**. I have been interested in seeing that there is a variety in some of the testimony we have had, actually, on other areas and testimony that we recently had in Miami on dropout prevention. There was a great deal of flexibility allowed the individual schools within the district, but, at the same time, there was an accountability feature that was built in that said that the final product has to be measured.

What do you think are the key measurements that we need to look at in terms of accountability? The end product placement rate?

Mr. **Kadamus**. I think there is a variety of measures that we would look at. Completion of high school or completion of the postsecondary program we think is a critical variable and something that ought to be measured. Placement in related jobs we think is important. Also, testing: We have a number of States that have gone into a proficiency testing system where they are actually testing for skills, knowledge, and competencies, in New York, in Ohio, and in Florida, and Georgia, where the tests are developed on industry standards. We think that is the way to go long term. It is a difficult system to develop. Completion and placement is something easier to measure right now.

But long term, what we ought to be holding the agencies accountable for, and the schools and the colleges accountable for, is whether or not they are teaching the skills, knowledge, and competencies necessary in the labor market. Those ought to be developed by business in conjunction with business and industry, saying, "Here is what are the industry standards."

One of the examples we have seen is with the automotive industry. They have the National Standards of Excellence Program where, for the automotive industry, they have set standards for what a qualified automotive technician needs to have. To be able to use those testing standards in vocational programs seems to us the direction of the future.

Mr. **Perkins**. Thank you.

I notice my time has elapsed. That is an interesting concept, and certainly we have been moving toward it. But one thing: It is going to be difficult in a lot of respects, I think, to move off from the semester type approach or whatever type of approach we have been using in the past. I think we have to do that, and I certainly concur.

Thank you.

Chairman **Hawkins**. The chair would like to raise one issue which I don't think has been touched on. The impression too often is given is that the field of vocational education is something for the low achieving students. It begins at the ninth grade. We are not talking about the last two grades in secondary schools. I think the "2 plus 2" idea reaches that problem substantially.

But the concern, it seems to me, is that too many students get tracked into vocational education on the basis that they fit the less demanding curriculum at the ninth grade. I don't know whether anyone has addressed this problem this morning of how students at that level will be given the strong academic background that would permit that individual to select whether or not they wish to continue into college or whether or not they wish to go into some postsecondary technical training that would be of a high quality.

I don't want to ask everybody to respond, but is there anyone on the panel who feels the inclination to respond to the question?

Mr. Wirt and then Dr. Phelps; we will take them in that order.

Mr. **Wirt**. We have looked very closely in the National Assessment at the kinds of students who are taking vocational education, and there will be more information in our final report. We have some information here in the testimony that nearly half of the course credits taken in vocational education are by students who go on to community colleges or to higher education, and another quarter of the vocational credits are taken by students who go on to postsecondary vocational technical schools.

So certainly all students are taking vocational education. So the notion that it is only for students who are going into the job market definitely doesn't seem to be true when we look at student transcripts.

Chairman **Hawkins**. You see no evidence of any tracking or any deliberate attempt to sidetrack students?

Mr. **Wirt**. I think our finding that there is a need to upgrade the vocational curriculum and make sure that students get academic preparation as well as their vocational education. If students who take a lot of vocational education aren't getting the academic skills that they need, and that is the case, that is a real problem to work on.

In that sense, we sometimes, I think, in our schools expect less of vocational students, and to that extent there is tracking.

Chairman **Hawkins**. Dr. Phelps.

Dr. **Phelps**. Mr. Chairman, it is our opinion—and there is data available. As a matter of fact, I state in my testimony, when we talk to high school students, we often find that they see the Nation's need for a world-class work force as clearly as we do. They see the developments of first-rate "2 plus 2" programs as their opportunity to help shoulder that challenge.

Of course, many of the students that choose Tech-Prep will eventually study at senior colleges. That trend is already well documented.

I might point out also, Mr. Chairman, that there is no way that a student is going to go into avionics, or robotics, or opthalmic dispensing, or most of the health science programs and not understand that he must be, or she must be, academically prepared.

The very interesting study that was done out in the Northwest as it relates to the great nursing shortage and the demand for the registered nurse found that many people that returned did not realize, as 40-year-old adults going into a nursing or a health science field, that you must be academically equipped in order to complete that field of study even if it is a vocational track, a vocational program.

I think you will find many of the individuals that enter into the technologies of today are thinking in terms of a baccalaureate degree.

Mr. **Kadamus**. Mr. Chairman, I would like to respond to that also.

Chairman **Hawkins**. You may proceed.

Mr. **Kadamus**. Thank you.

As I was responding to Mr. Smith earlier, we think that even with ninth and tenth graders, and, in fact, in New York State, all the way back to seventh and eighth graders, a serious integrated, coordinated program of vocational education and academic education is what is needed.

For example, in New York, we have a 7 through 12 curriculum in vocational education, where each step of the way students build on the skills and competencies that they learned the year before. That has not always been the case. People don't always look at vocational education like mathematics, for example, as having a sequence of skill building, and, in fact, they have looked at it as course taking. I think NAVE's study shows there is a lot of course taking in vocational education, but the students who do the best are the ones who take a sequence.

Second, in a State like Arizona, there are some 40,000 students now in programs that start in ninth and tenth grade with the applied mathematics and applied sciences and vocational education. So we are seeing some States move in that direction.

We, the State directors, have been collecting some data and surveying some of our States on these kinds of integrated programs that go all the way back in the ninth and tenth grade. We think that is the wave of the future. We would like to provide that to you some time in the next few weeks.

Chairman **Hawkins**. Is that typical, or is that unusual, or do most States follow the same pattern?

Mr. **Kadamus**. I think that there are some innovations occurring now that aren't necessarily widespread, and that is where I think the Federal role. I think to some extent, to summarize the things I have said this morning, where the Federal role comes in is being able to focus the 50 States on these kinds of reforms and the energy and commitment that need to be put into creating the work force and creating serious programs at both the secondary and postsecondary level and for the adults that aren't in the work force right now; they need to be upgraded. That is the kind of serious work that we need to do.

Right now, we have 46 States using for example, our Principles of Technology program. When you have a nationwide initiative like that, where you are working across a lot of States in consortium—and the State directors have pushed that—you see results, but where you allow it to be fragmented, you allow people to not have that kind of Federal push as well as State push, then I think you find a program that is not very successful.

So I would argue that this is really the Federal role in vocational education, to push this kind of integration and direction in a serious program that we need.

Mr. **Wirt**. If I may just quickly add, I said we look in programs. You will see in the report from the contractor that they looked very hard for such programs and had a hard time finding them. So I think it should be clear that, while the work has started in vocational education, there is a long way to go.

Chairman **Hawkins**. Mr. Wirt, I think your report indicates that we have a long way to go in the collection of data. There are not many individuals in the U.S. Department of Education that are seriously committed to the Department itself or to Federal aid to education. They have usually said that it should be primarily a data collection agency. It is surprising to find out that the department is not such a good data collecting agency either. Your report is to be commended, and I think it justified the faith of the Congress in mandating it. We certainly wish to take this opportunity to thank you for the very fine report.

The chair would also commend all of the witnesses this morning. I think it is a very good beginning of the reauthorization process, and this is due to the quality, and thoroughness, and forthrightness of the witnesses who have appeared before us. For that we are deeply thankful.

That concludes the hearing.

[Whereupon, at 12:05 p.m., the subcommittee was adjourned.]

H.R. 7, A BILL TO EXTEND THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

THURSDAY, MARCH 9, 1989

House of Representatives,
Subcommittee on Elementary, Secondary, and
Vocational Education,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to call, at 9:43 a.m., in room 2175, Rayburn House Office Building, Hon. William D. Ford (acting chairman of the subcommittee) presiding.

Members present: Representatives Ford, Martinez, Sawyer, Lowey, Unsoeld, Goodling, Grandy, Smith, and Gunderson.

Staff present: John Jennings, counsel; Diane Stark, legislative specialist; Beverly Griffin, research assistant; Andrew Hartman, minority staff director; Jo-Marie St. Martin, education counsel; and Beth Buehlmann, education coordinator.

Mr. Ford [presiding]. Today, the Subcommittee on Elementary, Secondary, and Vocational Education will conduct its second day of five hearings preparing for the reauthorization of the Carl D. Perkins Vocational Education Act.

Today's panel of witnesses a distinguished group of representatives of various organizations having an interest in improving vocational education, and I am sure that the members of the committee look forward to hearing their testimony.

The panel will be: Paul Cole, vice president, American Federation of Teachers; William Kolberg, president, National Alliance of Business; John Pucciano, president, Association of Independent Colleges and Schools; Hebert L. McCabe, chairman, Fiscal Committee, California State Council on Vocational Education; and Michael Feuer, senior analyst and project director, Office of Technology Assessment.

Without objection, the prepared testimony of each witness will be entered in the record at the point where they start their testimony, and I will call on you in the order in which I have read your name. First, let everyone read their presentation, and then we will open it up for questions and ask you to highlight, summarize, comment upon, or in any other way elaborate for the record and the benefit of the Members here on your prepared statements.

Mr. Cole.

STATEMENTS OF PAUL COLE, VICE PRESIDENT, AMERICAN FEDERATION OF TEACHERS; WILLIAM H. KOLBERG, PRESIDENT, NATIONAL ALLIANCE OF BUSINESS; JOHN G. PUCCIANO, PRESIDENT, ASSOCIATION OF INDEPENDENT COLLEGES AND SCHOOLS; HEBERT L. McCABE, JR., CHAIRMAN, FISCAL COMMITTEE, CALIFORNIA STATE COUNCIL ON VOCATIONAL EDUCATION; AND MICHAEL FEUER, SENIOR ANALYST AND PROJECT DIRECTOR, OFFICE OF TECHNOLOGY ASSESSMENT

Mr. COLE. Thank you very much, Mr. Chairman. Good morning.

I am here this morning representing President Albert Shanker and the nearly 700,000 members of the American Federation of Teachers, and I am also chairman of the AFT Standing Committee on Vocational Education and serve as a vice president of the AFT.

We really appreciate the opportunity to present testimony in person this morning and respond to any questions that the committee might have.

I come to you today as one who views and understands vocational education really from a very broad and varied perspective. As an AFT vice president and chairman of the Vocational Education Committee, as an academic teacher for 23 years, as a member of my State Council on Vocational Education, and chair of a committee for the National Association of State Councils on Vocational Education, and in my full-time role as secretary/treasurer of the New York State AFL-CIO, where I have had the opportunity to view first-hand the changing nature of work and the workplace, to look at the issues of work force preparation, employment, and training issues from a very broad perspective of the issues in both the private and the public sector as they are affected vocational education, education, and training issues, the growing need for labor-management cooperation both in the public and the private sector, and, of course, as one whose own son has gone through a program of vocational education and an apprenticeship program and is currently in a community college in a vocational program there, we understand in the AFT the vital role that quality vocational education can play in the economic development of this Nation. That is not a territory we need to revisit certainly with this committee.

Our position, the AFT position, is really a product of committee deliberations, the AFT Vocational Education Committee, of some 18 months, and that committee is drawn from vocational educators, academic educators, people from higher education, and a very broad group of people.

We view the reauthorization not as one of advancing a narrow agenda or as joining a fight over the spoils of a program, or even incremental adjustments, or in formula, of the provisions of the act. Our proposal is one that implements the appropriate Federal role in a creative and innovative way and will foster cooperation and not competition.

The Federal role in vocational education is really one that should drive innovation clearly but one that should also promote efficiency and to encourage deliverers of vocational education, employment, and training programs in a way that is coordinated and in an efficient manner.

Our proposal attempts to do that, and we have limited our proposal not on the whole landscape of reauthorization but a very specific, targeted issue, one that falls under the rubric of articulation. By "articulation," we mean a process wherein educators and other interested parties will work together as a team to break down barriers to cooperation, to collectively define which institutions should provide which services to students, and to form linkages that will improve program coordination, that will increase student opportunities, and, at the same time, better utilize available resources.

We believe that articulation is of particular relevance to the Federal role and should, in fact, be a matter of emphasis in this year's reauthorization.

As our paper points out—and I believe the committee members have the paper; it is entitled "Articulation Teams, A Proposal To Promote Innovation In Vocational Education." That paper points out that what we specifically suggest in this reauthorization is that the law be amended to reserve 15 percent of the part B program improvement funds for innovative, locally developed projects that will improve articulation in really four broad areas: articulation between vocational and academic programs, which clearly is needed, both to make sure that those in the academic area understand the value of incorporating and infusing aspects of vocational education into that curriculum, and, of course, making sure that students in vocational education are well grounded in the academics so that they can see it.

Second, to improve articulation in the elementary, secondary, and postsecondary programs. The State that I come from, New York, we think has done a pretty good job in developing a K-12 articulated program, and while there are some models out there between secondary and postsecondary articulation, such as some "2 plus 2" programs, we don't think that there are enough yet and that the law, we think, can do an awful lot to provide incentives for a much better articulation between secondary and postsecondary vocational education programs.

The third area would be vocational programs for labor, business, and other training programs. We are aware of the vast number of training programs that American corporations provide, apprenticeship training programs in the labor movement, of the Job Training Partnership programs, the new welfare reform legislation, and the demands that is going to place on education and training institutions. Those should not be done in isolation. They need to be well articulated with current and existing vocational education programs so that we have a uniform and a smooth system, one that truly meets the needs not only of the students but of the work force needs of America's corporations in the future.

The fourth area is vocational programs and services for students with special needs, an area that vocational education, of course, can uniquely serve, especially now the at-risk population, and we are all familiar with the demographic trends out there, with handicapped students who can provide tremendous roles in a future work force, and gifted and talented, who sometimes we don't think of in terms of a special population when it comes to vocational education. Our paper speaks specifically to those areas.

Essentially—and you will see as you look toward the back part of the paper, beginning on about page 7 or 8—we propose a competitive grant process and recommend some very specific criteria for that process. In the paper, we identify eligible consortia, what the components of the consortia ought to be, broad-based and one that has community involvement and business and labor involvement as well as education involvement, that describe the components of a good articulation agreement, the kinds of things that need to be in place there for those components, and provide an extensive list of examples and activities, some of which are now in place, and very successfully in place, in different parts around the country.

The problem is that there is no Federal policy that encourages more experimentation and implementation of successful programs on a broad-based approach, and we think that that is really the strength of our proposal.

So as I am sure you are well aware, under Al Shanker's leadership, the AFT has been in the forefront of education reform in the United States in a whole series of areas, whether it is National Board certification, or effectiveness in schools, and so on. The AFT continues that tradition in terms of being in the forefront of education reform in vocational education. Since 1984, many reports have either ignored or been hostile to vocational education, and we think that that is a mistake, given what good quality vocational education can provide for young people and, in fact, adults in the United States.

So this proposal, both in its innovation and its specificity, is in that tradition. The AFT is not content to tinker with the legislation or offer just more of the same, but we offer a very specific, a very targeted, and a very practical solution that we think will go a long way to improve the efficiency in the delivery system of vocational and occupational education in this country.

We hope that the Congress and other education, and labor, and business, and advocacy groups will use these recommendations to set a new agenda for vocational education, one that encourages innovation, one that rewards efficiency, one that eschews turf wars, and one that promotes coordination. Only then will we be able to meet the needs of our students of tomorrow's work force and the challenge of an increasingly global economy.

We ask you to look seriously at the proposal. We would be happy to answer questions on explaining the proposal. This does not mean we are not interested, of course, in other aspects of reauthorization, we are, but given the opportunity today and given the thought and the research that went into our proposal, we thought it best that we focus on this today.

Thank you very much, Mr. Chairman and members of the committee, for allowing us to be here this morning.

[The prepared statement of Paul Cole follows:]

Testimony Of Paul Cole

Vice President, American Federation of Teachers

Secretary-Treasurer, New York State AFL-CIO

Before The Subcommittee On Elementary, Secondary,
And Vocational Education

On The Carl D. Perkins Vocational Education Act

March 9, 1989

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Mr. Chairman and members of the committee, on behalf of the American Federation of Teachers I would like to thank you for this opportunity to testify on reauthorization of the Carl Perkins Vocational Education Act. We have some suggestions for improving that act. First, however, I must tell you that we are indebted to the committee for its leadership in the field of education, and especially for its strong defense of the federal role in supporting education. This is particularly the case with respect to vocational education. Since 1980 federal funding for education has declined in real dollars by 4.1 percent; federal funds for vocational education have declined by 28.1 percent. In addition, there were serious attempts by the preceding administration to eliminate the federal vocational education program. Yet the chairman and members of the committee, aware of the national need, have worked diligently to improve and expand federal education programs. I can say that now, more than at any time in the past, there are federal programs authorized which form a continuing ladder of educational opportunity for all young Americans.

Support for vocational education is especially critical at this time in our history, when there is widespread concern about American economic competitiveness, a continuing imbalance in foreign trade, a declining number of young, skilled workers, and other indicators of an erosion of our economic base and standard of living. Aware of these broader problems, the AFT Vocational Education Committee met on several occasions during the past 18 months and deliberated on ways to improve vocational education, more particularly the federal vocational education program. Although the federal government provides but a fraction of all vocational education funding, its role is very significant in leveraging additional support, in promoting innovation, in serving special populations, in sponsoring research and data collection, and in improving the efficiency and effectiveness of the total system. In reviewing the status of vocational education and the federal program, the AFT committee's attention was drawn to several issues. These issues have an underlying theme.

Across the country, education is in a process of renewal. Since the federal vocational act was last authorized in 1984, the same year as A Nation At Risk report, an education reform movement has swept many states. Numerous states have increased their investment in education, raised their educational standards, and placed a greater emphasis upon academic subjects. However, there is a feeling that the reform movement has passed over vocational education. With increased emphasis on reading, writing, and computational skills, there has been a reduced emphasis upon vocational education. This has perhaps contributed to a decline in vocational education enrollments. Yet, vocational education also is in need of reform and additional investment, and AFT believes thatvocational education has much to contribute to the success of the total educational enterprise. Vocational education features an applied form of learning that is especially suited to the needs of many students who do not learn well in a regular classroom setting. This "hands on," pragmatic style of learning is an important educational alternative. We know that vocational education can be a very effective way to transmit academic skills. Likewise, academic subjects have much to contribute to the vocational education curriculum. The jobs of tomorrow will require increasing levels of skill in academic subjects. Unfortunately, vocational and academic education are often divorced and lack an opportunity to infuse and enrich one another.

In a similar manner, vocational education has much to offer to programs for children and youth with special needs. This was recognized during the last reauthorization of the federal law, with the creation of set asides for handicapped, disadvantaged, and other special populations. While there is growing recognition that there may be a need for greater flexibility in the use of these set asides, there is no quarrel with the notion that resources must be directed to special populations. Indeed, the experience of members of the AFT Vocational Education Committee is that vocational education can often be a remarkably successful program of education for students with special needs. However, success depends upon a careful matching of program and students. When this matching is done, vocational education can enable special students to become more productive and self-reliant and to enjoy higher self-esteem. Obviously, it would be desirable to have increased coordination of vocational education with programs for special populations.

One objective of vocational education is to better prepare students to become productive workers. As the title of the recent report, The Forgotten Half, hauntingly suggests, many of today's youth will not obtain a higher education. In order to better prepare students for the world of work, vocational education must be in touch with the realities of the labor market. This means being in tune with the needs of businesses and with the requirements of organized labor's training and apprenticeship programs. This challenge increases as jobs become ever more subject to advanced technology and as the capital costs of such technology outpace the resources of vocational education programs. Clearly there exists a great need, and there are great opportunities, to forge meaningful links between vocational education, business, and organized labor.

Within vocational education, and among vocational education institutions, there is a need to avoid pointless duplication of programs, yet maximize the complimentary nature of different programs. Ideally, the relationships among elementary, secondary, and postsecondary vocational education programs will be such as to improve the quality of training, provide a more efficient use of resources, and, most importantly, increase individual opportunity. Accordingly, the AFT endorses concepts such as "2 plus 2" and other proposals which seek to meaningfully link different levels of vocational education. It not only benefits the individual student, but also benefits society at large, when each student has the opportunity to continually add to his vocational skills.

All of the concerns raised within the deliberations of the AFT Vocational Education Committee were related to the underlying concept of "articulation." By articulation is meant a process wherein educators and other interested parties work as a team to break down barriers to cooperation, to collectively define which institutions should provide which services to which students, and to form linkages that will improve program coordination, increase student opportunities, and better utilize available resources. The AFT believes articulation is a issue of particular relevance to the federal role in vocational education and should be a matter of emphasis in the reauthorization of the Carl Perkins Vocational Education Act. Accordingly, AFT proposes that 15 percent of the Part B funds under the act be directed to the funding of local articulation activities. In the form of a state administered grant program, these funds would underwrite the cost of forming consortia of educational institutions and other parties for the purpose of developing and implementing articulation agreements. As spelled out in an accompanying paper, we believe this proposal would further the important federal concerns of promoting program innovation, providing better service to special populations, and, particularly, improving the overall efficiency and quality of the national vocational education system.

The AFT is not wedded to the specifics contained in the accompanying paper on articulation, but highly recommends the concept as worthy of emphasis in the reauthorization of the vocational education program. We believe such an emphasis would be a judicious and fruitful use of federal funds. If in your consideration of this and other matters the AFT may be of assistance to the committee, please do not hesitate to call. Again, Mr. Chairman and members of the committee, I want to thank you for this opportunity to testify on reauthorization of the vocational education act.

ARTICULATION TEAMS
A PROPOSAL TO PROMOTE
INNOVATION IN VOCATIONAL EDUCATION

A statement on the
Reauthorization of the Carl D. Perkins Vocational Education Act

American Federation of Teachers
Standing Committee on Vocational Education

American Federation of Teachers
555 New Jersey Avenue N. W.
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ARTICULATION TEAMS:

A PROPOSAL TO PROMOTE INNOVATION IN VOCATIONAL EDUCATION

WHAT IS THE AFT PROPOSAL, IN BRIEF?

The American Federation of Teachers proposes that Congress amend the Carl D. Perkins Vocational Education Act (P.L. 98-524) to reserve 15% of the Part B program improvement funds for innovative, locally-developed projects that will improve articulation between:

(1) vocational and academic programs;
(2) elementary-secondary and postsecondary programs;
(3) vocational programs and labor, business, and other training programs; and
(4) vocational programs and services for students with special needs, such as at-risk, handicapped, and gifted and talented students.

WHAT DO WE MEAN BY ARTICULATION?

Webster's Dictionary defines "articulation" as the action of joining together or interrelating, but we mean something more. We define "articulation" as a process in which diverse groups work together to design a structure of programs which will enhance the probability of student success. We envision a process whereby educators and other interested parties work as a team to break down barriers to cooperation, to collectively define which institutions can best provide which services to which clients, and to form linkages that will improve program coordination, increase student opportunities, and lead to a better utilization of resources.

WHAT IS AFT'S INTEREST IN VOCATIONAL EDUCATION?

AFT has a longstanding commitment to vocational education. Our 670,000 members include vocational teachers; teachers of academic subjects; elementary, secondary, and postsecondary teachers; and teachers who work with a diversity of students in a variety of environments. As an AFL-CIO affiliate, AFT is also sensitive to the concerns of organized labor.

The Perkins Act is the major vehicle for establishing federal priorities and providing federal support for vocational education; the decisions Congress makes about its reauthorization will determine the nation's vocational policy for the 1990s.

In order to provide Congress with the most thoughtful advice possible, AFT's Standing Committee on Vocational Education spent many months analyzing the challenges to vocational education and collecting information from our members about successful vocational programs. Given AFT's leadership in the educational reform movement, our Committee was not content to recommend more of the same. We aimed to produce recommendations that confronted criticisms of vocational education and built upon approaches we knew were effective.

Below are the results of the Committee's work. We hope the Congress and other education, labor, business, and advocacy groups will use these recommendations to initiate a dialogue about a future vocational policy that encourages innovation, rewards efficiency, eschews turf wars, and promotes coordination.

WHAT ARE THE CHALLENGES TO VOCATIONAL EDUCATION?

The jobs created in the remainder of this century will require a more advanced level of education and technical skill. Vocational education has a primary role in preparing people to fill those jobs. Vocational education has advantages of access and availability no other training system can match. With 28,000 institutions in all types of communities, the vocational system reaches 15 million persons of all ages. As the Congressionally-mandated National Assessment of Vocational Education found, nearly all students take some vocational courses, and college-bound students account for nearly half of all vocational education enrollments. A significant percentage of participants are adults. At its best, vocational education can expose all students to the world of work, provide many students with general occupational skills, prepare some students for further education, and train other individuals in specific job skills.

The problem is, many people outside vocational education do not appreciate its strength and diversity. Critics question the academic rigor and labor market relevancy of vocational programs; many people still think of vocational education as a secondary school curriculum for students who cannot succeed in traditional academic environments. Such limited and outmoded perceptions still govern the public debate.

In order for vocational education to enjoy full public confidence, it must demonstrate that its programs are efficient, cohesive, relevant, rigorous, and effective. Unfortunately, the current federal law and funding structure provide little incentive for this to happen, and as a result, not all programs live up to this ideal.

AFT has identified four areas where vocational education needs to improve. All four fundamentally relate to articulation:

Challenge #1: Relationship between Academic and Vocational Programs

Business and labor leaders want workers with solid, basic skills and broad, employability skills. For many occupations, they need people with sophisticated thinking, reasoning, and analytical skills. As the Committee for Economic Development has noted, business wants "literate workers with good problem-solving skills--workers who have learned how to learn." Regrettably, many entry-level workers have not attained this level of proficiency. Motorola, Inc. reported that only 20% of its job applicants can pass the company's seventh grade English comprehension test or fifth-grade math test.

Some reformers have suggested we solve this problem by scrapping high school vocational education and channeling all students into a uniform academic curriculum. We think this would be a mistake. Vocational courses have enormous potential for teaching basic and problem-solving skills to students who learn best through practical experience. For some students, vocational education provides the only chance for success in school.

We believe that a rigorous intermixing of academic and vocational program components offers the greatest promise for graduating students with the skills employers demand. Some institutions are doing this already:

o Cooperative agreements between local public schools and vocational-technical schools in Connecticut have made it possible for secondary school students to receive an academic diploma at the same time they learn entry-level skills in such areas as carpentry, electrical work, and auto repair. Creative scheduling models, including late-afternoon vocational classes, ensure that students can take academic courses at their home school and still participate in a vocational program at a technical school.

o In New York City a restructured high school allows a cross-section of students to major in math, science and technology. Teachers have redefined and modernized the field of industrial arts, using recycled equipment and new funding. Courses focus on the practical application of math and science principles and the production of saleable goods. With a longer school day, students can take an extra academic course. All but one of the 143 members of the program's first ninth-grade cohort graduated and went on to college.

o In Michigan many school districts are revising math curriculum to better achieve the new state mathematics objectives. These revisions will incorporate more vocationally-oriented math skills.

Teachers in these districts are discovering that an articulated vocational-academic program means improved student performance, fewer dropouts, and higher rates of postsecondary matriculation.

In some cases, however, the school reform movement is hampering articulation. The National Assessment of Vocational Education found very few states in which graduation requirements and standards have been modified to accommodate vocational programs. In many school districts, there is simply not enough time in the school day for vocational classes and other electives.

What is needed is sensitivity from both sides. Vocational educators must redouble their efforts to ensure their students are grasping basic and higher-order skills. Academic teachers must incorporate more practical applications of basic skills, as well as employability skills and attitudes. All teachers and administrators must integrate their classroom activities into a sensible, unified curriculum. States must also demonstrate flexibility in giving academic credit for related analytical, math, English, and communication skills taught in vocational courses.

Challenge #2: Coordination among Elementary, Secondary and Postsecondary Levels

The misconception persists that vocational education is a finite program for high school students, despite the fact that vocational education is reaching more adults and postsecondary students than ever before. The proportion of high school students going on to postsecondary vocational institutions is increasing, in response to predictions that in the near future, three-fourths of all job classifications will require some postsecondary education and training. Adults, including those who already have a baccalaureate degree, are looking to technical schools for retraining in specific occupational skills. Vocational dollars are following these students. According to an interim report of the National Assessment, about 42% of federal basic grant funds now flow to postsecondary and adult programs.

At the same time, secondary vocational education remains an important resource for the 44% of graduates who do not immediately enroll in postsecondary education.

What is needed, once again, is articulation, to demonstrate a logical, clear continuum of training with paths to higher education for those who want it. Unfortunately, in many places secondary and postsecondary offerings are duplicative or fragmented. Some training facilities sit unused during off-hours while others maintain waiting lists. Fiscal and regulatory barriers furnish easy excuses for maintaining the status quo. Declining secondary enrollments are heightening competition between secondary vocational facilities and high schools.

A fully-articulated vocational system contains the following elements: the infusion of vocational concepts, such as career exploration and experiential learning, into the elementary curriculum; cooperative arrangements between secondary vocational schools and their feeder schools, as regards curriculum, scheduling, and participation in extracurricular activities; coordination between secondary vocational programs and postsecondary vocational institutions; and pathways for vocational graduates to enter four-year institutions.

In some states and local areas, this type of articulation is a reality:

o In New York, students begin exploring core competencies in kindergarten, receive experiential learning in such areas as keyboarding through the elementary grades, and receive an occupational experience before entering high school.

o Oklahoma City Community College and Oklahoma City Vocational-Technical School District #22 have formulated an articulation agreement that provides secondary students with an opportunity to earn college credit and advanced placement in aviation maintenance technology. Students, including adults, enroll concurrently in both the secondary vocational-technical school and the community college. Students who complete the articulated program receive an associate's degree.

Challenge #3: Relationships with Labor, Business and Other Training Programs

Vocational education suffers when its programs produce graduates who cannot cope with such technological advancements as programmable automation or when its courses use outmoded equipment. During a recent visit to Connecticut, the AFT Committee was distressed to learn that when a drill press broke down at Hartford State Technical College three years ago, it was acquired by a machine tool museum in Vermont.

The preparation of workers with good basic skills and a degree of technological awareness requires ongoing communication between vocational education, labor and business. Vocational educators need information about current and potential job opportunities in their local area; advice on the job-related competencies demanded by different occupations; and access to modern equipment. Relationships between vocational education and business and labor can provide students and teachers with access to the working community's knowledge and resources while encouraging employers and labor to support the schools.

Just as vocational education cannot ignore labor and business, it cannot afford to operate in isolation from other training programs, such as those supported by apprenticeship, the Job Training Partnership Act, the new welfare reform legislation, and vocational rehabilitation.

We have proof that this type of articulation works:

o Under a program initiated by the Philadelphia vocational advisory council, Philadelphia teachers can polish their skills by working during the summer with local businesses and industries. This program has helped teachers update their training in auto mechanics, high technology business occupations, the restaurant industry, and plastics and steel manufacturing.

The benefits are many. A partnership between a secondary vocational school and an apprenticeship program, for example, builds a diverse pool of interested students with demonstrated performance and commitment to a trade from which the apprenticeship program can draw. It offers students who satisfactorily complete a vocational program a leg up in admission to apprenticeship.

Challenge #4: Articulation with Services for Students with Special Needs

At-risk students, including the educationally- and economically-disadvantaged students served under the Perkins Act, will constitute a significant proportion--perhaps 30%--of the workforce of tomorrow. In poor, urban areas, the situation is particularly acute; as Professor William Julius Wilson, University of Chicago, observed at AFT's convention, "Up to half of all ghetto children never complete high school, and increasingly we hear that even those who graduate from inner-city high schools are unemployable."

Handicapped students also have special needs for vocational education. Unemployment among disabled persons is over 50% and may be as high as 80%. Handicapped students often have a particularly hard time making the transition to work.

Gifted and talented students are another group who need encouragement and special assistance to explore their career potential. The common assumption that vocational education has nothing to offer gifted students is a dangerous falsehood, especially as regards the many gifted students who drop out because they are bored with traditional academic programs.

At a time when the youth cohort is growing slowly and includes a higher proportion of students with special needs, our schools face the challenge of guaranteeing every student a level learning field. We need every at-risk and handicapped child to be productive. We need every gifted and talented child to be living up to potential.

Vocational education has made great strides in serving special populations, particularly through the set-aside provisions in Part A of the Perkins Act. Vocational curricula can hold great promise for reducing dropout rates and offering alternative learning environments (practical versus theoretical) for students with special needs.

Even so, problems remain. Excess cost requirements in the federal law may be perpetuating separate classes for special needs students, according to a National Assessment interim report. Federal matching requirements make it hard for some local recipients to spend all of their handicapped and disadvantaged set-aside funds.

Vocational teachers are committed to serving special needs students, but cannot do it alone. They need the same support, training, and resources as other classroom teachers who work with special needs students. They need to be assured these students are receiving the most appropriate placement and are not being "dumped" in a vocational class to generate a set-aside dollar or bide time until they drop out.

Articulation with other special needs programs, with the academic program, and with the private sector could help vocational educators locate sources of matching funds and work out approaches for mainstreaming. Vocational teachers, serving in the role of educational team leaders, could obtain the resources and assistance they need to ensure that at-risk and handicaped students receive special services to help them benefit from vocational education.

This is already occuring in some districts:

- o In conjunction with local hospitals, nursing homes, restaurants and other businesses, the Philadelphia School District operates a number of successful off-site, community-based transition programs for handicapped students. Under the supervision of special education staff, students receive real work experience that enhances their future employability.

- o In Pittsburgh, students who are dropout-prone participate in a housing restoration project that gives them work orientation experience at the same time it aids the community by renovating substandard housing.

As the above examples show, articulation is not a pipe dream. In many programs in around the country, articulation and innovation are thriving. These are the models which AFT would like to see replicated elsewhere, and upon which we have built our proposal. We need more of these demonstrations, and we need a federal structure that supports and encourages them.

WHAT DOES THIS HAVE TO DO WITH THE PERKINS ACT?

For 70 years, the federal government has guided vocational policy for the nation. Even today, with federal support down to less than 10% of the total vocational funding, states and localities look to the federal law for direction.

Except for a few provisions relating to JTPA coordination and business and labor membership on advisory councils, the Perkins Act contains no provisions for encouraging or rewarding articulation. In fact, since the elimination of mandatory local councils in 1984, there hasn't been any incentive in the federal law for local people to meet regularly to talk about articulation.

AFT believes the Perkins Act must identify articulation as a major purpose and back this up with a financial incentive. We propose to reserve a limited pot of money for development of demonstration models which, if successful, can be replicated and expanded.

WHAT ARE AFT'S SPECIFIC RECOMMENDATIONS FOR REAUTHORIZATION?

AFT recommends that the Congress amend the Perkins Act to require each state to use 15% of its Part B money for innovative projects developed by local articulation teams, as defined below.

Part B is the portion of the Perkins Act that supports program improvement, innovation and expansion, and as such is a natural place for an articulation program. Under current law, each state designates up to 43% of its basic grant for Part B. States have the latitude to determine the distribution and specific uses of Part B funds.

Our proposal would affect 15% of this 43%, or 6.45% of the total state grant. At current funding levels, this would provide over $50 million for articulation agreements.

As the following specifications make clear, we are not advocating changing the innovative purpose of Part B, or restricting its flexible nature. The types of activities local recipients could fund with this 15% are limitless, so long as they are part of an articulated agreement. The state would continue to have the authority to administer Part B and select local projects. We would, however, provide an additional incentive for local creativity and cooperation. In other words, we believe the state should supervise the process but not the content of the projects supported with this 15%. The remainder of Part B would continue unchanged.

Here are the details of our proposal:

1. Competitive grant process

State boards of vocational education will distribute the 15% reservation through competitive grants to eligible articulation teams. In selecting projects and determining the amount of funding, states shall design a competitive grant process using the following criteria (with the understanding that not every criteria will be applicable to every type of articulation agreement):

(1) the variety and breadth of institutions, agencies, and organizations involved;
(2) the degree of business and labor union involvement;
(3) the degree of involvement of both academic and vocational teachers;
(4) the scope of the proposal across elementary, secondary and postsecondary levels;
(5) the number of students and teachers affected by the proposal;

(6) the quality of the proposal;
(7) the proposal's promise for improvement and change;
(8) the specific plans for coordination;
(9) the specific plans for evaluating student and teacher outcomes; and
(10) the means of addressing the special needs of at-risk, disadvantaged, handicapped, gifted and talented, or other special populations.

2. Eligible consortia

To receive funding, an articulation team must include, at a minimum, the following:

(1) a local educational agency vocational administrator;
(2) a postsecondary vocational institution administrator;
(3) two vocational teachers;
(4) two teachers of core academic subjects;
(5) a labor union representative; and
(6) a business, industry, or employer representative.

A team may also include representatives of any of the following:

(1) other local school administrators;
(2) agencies, organizations and institutions operating programs under the Job Training Partnership Act, including community-based organizations;
(3) other training programs, such as vocational rehabilitation programs;
(4) local economic development, community action, and social service agencies and organizations;
(5) career guidance counselors and other pupil services personnel;
(6) elementary, middle, or junior high school teachers;
(7) special needs personnel, including special education teachers and Chapter 1, ECIA teachers;
(8) organizations for handicapped and disadvantaged interests;
(9) parents; and
(10) other appropriate individuals, agencies, organizations, and institutions.

3. Articulation agreements

Articulation teams must submit to the state an articulation agreement which describes the project to be funded and includes the following components:

(1) a review of current vocational programs and services provided by education and training institutions and agencies represented by the articulation team, including an assessment of where gaps or duplication may exist;
(2) a description of the services and programs to be provided by each agency or organization under the project;
(3) a designation of the fiscal agent for each project or service;
(4) a budget for the project;
(5) a plan for articulation of vocational programs and services beginning with the onset of secondary vocational education and continuing through the completion of a postsecondary vocational program, which may also include elementary grades;
(6) a description of services to be provided students with special needs and how they will be coordinated with set-aside funds under Part A;
(7) a specific plan for implementing the project;
(8) a description of how the program fits into local labor market needs;
(9) a plan for continued involvement of labor and business; and
(10) a description of the methods that will be used to evaluate outcomes.

4. Examples of activities

As regards the uses of funds, the federal law should be as flexible as possible to encourage innovation. The only restrictions should be against using an excessive amount of funds for administration and against using funds to maintain existing programs. The following are some examples of activities for which funds received pursuant to articulation agreements might be used:

(1) revising academic and vocational curricula to better integrate them;
(2) training academic teachers to incorporate vocational skills and vocational teachers to integrate basic skills into their courses;
(3) coordinating secondary and postsecondary curricula, services, and programs;
(4) establishing policies for advanced placement and admission to area vocational schools and postsecondary institutions for completers of secondary and postsecondary vocational programs;
(5) developing intergenerational educational programs, including programs to help adults gain access to training in secondary schools;
(6) setting up cooperative programs between vocational education and labor or business;
(7) providing internships and other business and labor union learning experiences for teachers;

(8) delineating employer training needs and arranging for use of employers' equipment;

(9) working out funding arrangements for acquisition of modern equipment;

(10) setting up job placement goals and agreements;

(11) combining classroom and worksite training;

(12) coordinating secondary and postsecondary vocational programs with apprenticeship programs;

(13) developing training programs that address specific local labor market needs;

(14) setting up community development programs that teach vocational students useful skills at the same time they provide the community with needed services;

(15) coordinating funds under Part A of the Perkins Act, Chapter 1 of the Education Consolidation and Improvement Act, the Education of the Handicapped, the Jacob K. Javits Gifted and Talented Students Education Act, or other appropriate programs to integrate services for students with special needs;

(16) working with employers to raise matching funds for Part A disadvantaged and handicapped programs;

(17) training academic, special needs, and vocational teachers to work as a team;

(18) planning an articulated system of vocational education;

(19) identifying state or local regulations and requirements that are hindering articulation and proposing waivers or other means of eliminating such obstacles; or

(20) other activities to improve articulation in vocational education.

Mr. **Ford**. Thank you very much.

Mr. Kolberg.

Mr. **Kolberg**. Mr. Chairman, we appreciate the opportunity to testify this morning.

This process, as we see it, is just beginning. Some of our thoughts are not in detail at this stage, but we certainly want to work with the committee and the administration as this bill gets put together.

In our organization, we have adopted a theme that I would offer to the committee. It is called building a quality work force for the nineties, and I would hope that this committee would approach the reauthorization of vocational education in that context, and certainly my colleague who has just gone before me essentially said that, that we ought to be looking at vocational education as a part of restructuring American education and providing the skills for the work force that we are all going to need to be internationally competitive as well as maintain our standard of living.

My comments this morning are on five points. The first one is, we hope that the committee will continue the work that the Congress has done in 1984 and before to move more funds toward Federal frontier work—innovation, as my colleague just said—rather than supporting access. Certainly, this is not a cliff kind of thing, and one doesn't go from 57 percent of the funds for access now to nothing.

But it seems to me the direction that the Congress took in 1984 is the proper direction and that the more funds that the Federal Government puts in this billion-dollar seed money—and yes, it is seed money; it is less than 10 percent now of the national system. So we ought to be very careful where the Federal Government focuses its money, and we think, more and more, it ought to be focused on innovation, program improvement, and that sort of thing. That would be my first point.

Second, related to that is, we would hope the Congress would free up some of the strings. This has been a theme that, again, is very well known to you in 1984, that we have so many pockets in the current law that it makes it difficult for administrators, I think, at the State and local level to really do a good job betting their money where they ought to bet it. So let's see if we can't make it more of a block grant so that the people that understand this business can put the money where it really ought to be, including, again, innovation. That is the first point, Mr. Chairman.

The second point is, the Congress, we think, made some real improvements in making it possible for business to be an active partner in this in 1984. It changed the State Council, the makeup of the State Council; provided for technical committees. Again, I applaud that. We certainly ought to continue those kinds of things, and let us look for even more ways to get the private sector involved as full partners in vocational education. Certainly under the Job Training Partnership Act and the experience we have had over the last few years, I think it is fair to say that the private sector will step up and be a partner, if it is wanted, if it is real partnership. So I would applaud what the committee did in 1984, and we want to continue to look for other ways to ease the possibility of the private sector being involved.

The third point, again, echoing what my colleague has just said, one of the themes that we in the private sector will play in this one and all the way across the board is that we need to strip away the impediments to full integration of human resource planning at the State and local level, that more and more we need to try to figure out how to integrate these systems so that vocational education, and JTPA, and apprenticeship, and the Employment Service, and all of these many programs can be brought together well and effectively by governors, and mayors, and others at the local level, so, in fact, the bang for the scarce bucks is better all the time.

Again, I think we ought to look at vocational education this time again to see if we can't strip away whatever seem to be the impediments to integrated planning. The word "coordination" isn't an active enough word for us any longer. We keep talking about program integration. Let's get the human resource investment programs put together in a strategic, single whole at the State and local level, and let's be sure that the Federal laws don't impede that move.

Now we see that move going on in a number of States. Governor Keane has done it in New Jersey, Governor Dukakis has moved that way in Massachusetts, Governor McKernan is doing that in Maine; we applaud that kind of move, and we think the Congress of the United States ought to, in viewing its responsibilities, help that process along.

The fourth point I would make: performance standards. The Job Training Partnership Act started six years ago with the notion of, let us seek ways to introduce a bottom line into domestic programs. Although there have been a lot of criticisms of performance standards in JTPA, our view is that slowly but surely we are making progress in that fashion.

The Congress saw fit to introduce the performance standards concept into the recently passed welfare reform bill. Again, we applaud that.

Let us look this time again to see if there isn't some way that the Federal Government could begin to provide incentives or leadership toward getting a bottom line in vocational education. Vocational and technical education is designed to lead to the bottom line, which is a job, and we ought to be willing to hold educators, as well as job trainers, as well as private proprietary schools, and many other people in our society to a bottom line test, an output. Let us see this time around in vocational education if we can't think performance standards and develop at least the beginnings of what could be accepted in the profession as a useful adjunct to what they already do.

Finally, Mr. Chairman, I want to applaud your bill, the "2 plus 2" bill, and say that these are the kinds of innovations, it seems to me, that we need. It seems to me that we are at the crossroads in this country now, and it goes back to what I said at the beginning, building a quality work force.

If you look at the German model of apprenticeship and vocational training, or if you look at the Japanese model, almost any other country does a far better job than we do of articulating to the young people the steps that need to be gone through in order to gain the kind of technical training that puts them on the right career path to good jobs and economic security.

It seems to me the tying of secondary schools and postsecondary schools, the 1,200 community and junior colleges, together so that the 50 percent of our young people that don't go on to college are treated by us as well as those who do go on to college. If you have children in high school, like I do, you realize that most high schools spend a tremendous amount of time preparing them and getting them to think about their college-bound future. We don't do that for non-college-bound people. We ought to start at the freshman or sophomore year with the counseling, the direction, the guidance, so that a four-year program could be put together. I know, Mr. Chairman, that is exactly where you are headed in this amendment. We applaud it. We think it could be seen and could be used as the beginning of a whole new technical training track in the United States, and it is exactly the kind of innovative thinking that we think ought to go on this year in preparing for the reauthorization of vocational education.

Mr. Chairman, I appreciate the opportunity to testify this morning.

[The prepared statement of William H. Kolberg follows:]

TESTIMONY
OF THE
NATIONAL ALLIANCE OF BUSINESS
BEFORE THE
SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION
COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES
ON REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

MARCH 9, 1989

Mr. Chairman, I appreciate the opportunity to testify before the Committee on the proposed reauthorization of the Carl D. Perkins Vocational Education Act.

I am William H. Kolberg, President of the National Alliance of Business. The Alliance is the only national business organization that concentrates solely on job training, education, and human resource development issues and that translates these policies into action in communities across the country through public/private partnerships.

I will focus my testimony on the business perspective in three priority areas under the Perkins Act. First, is the need to look at vocational education in the context of the broader education restructuring and reform movement now underway across the country. Second, is the contribution that the private sector can make to bring the vocational education system up to the standards needed to meet the competitive challenges we face as a nation. Third, is how vocational education can more effectively interact with other publicly funded human resource development programs.

When the Congress last took a look at the vocational education system in 1984, the business community placed a great deal of emphasis on program improvement as an important federal objective. We could see that our major training systems in this country, particularly vocational education, had to remain first among equals to produce the quality workforce we need. The challenge is brought by the changing demographics in the entry level workforce, increasing skill requirements for jobs related in part to changing technology, and our shifting competitive posture in the world market place. Our study published in 1987 entitled "*Employment Policies: Looking to the Year 2000*" highlighted these changes.

The most important issue to be dealt with in the process of reauthorizing the Perkins Act is to focus clearly on new directions for the state and local vocational-technical systems and to point those institutions toward new frontiers in education excellence. This use of federal funds in seeking the "frontiers" of vocational education seems more urgent now than it was in the mid 1980's. Progress toward improving vocational education over the last 5 years needs to be bolstered and accelerated. More of the federal resources should be targeted effectively on cutting-edge issues that enable state and local policymakers to experiment and pursue new program horizons.

I believe that improving the quality of vocational education programs should become the primary purpose of the federal investment in state and local technical training. It should draw the system to new levels of excellence in building a quality workforce and in providing the life long skills needed by students for economic opportunity and self fulfillment.

I would go so far as to suggest that the past federal role of ensuring "access" to vocational education for what have been traditionally under served populations may have served its term well and may no longer be an appropriate use for over half (57 percent) of the federal investment in vocational education. That goal may have been necessary to draw some state systems into the modern era, but surely we are at a point were we can expect and even demand that states meet their constitutional responsibilities for providing access to public education at the secondary level to all their citizens. To continue to commit such a large share of the federal investment to maintaining services for target groups is a policy decision we should carefully reexamine. Access means little if students do not receive quality education.

Over the past two decades, the Congress has viewed federal vocational education funding as an important tool in encouraging states to make their vocational programs more accessible. Current law earmarks 57 percent of the federal funding to serve six special populations who must be served under this program. They include: handicapped individuals, disadvantaged individuals, adults who are in need of training and retraining, individuals who are single parents, individuals who participate in programs designed to eliminate sex bias and sterotyping in occupations, and criminal offenders.

We believe the Committee should look at turning these responsibilities for services over to the states, while perhaps retaining some oversight or monitoring to assure the Congress that access is being provided to special populations.

States already match every federal vocational education dollar spent on the handicapped and disadvantaged, and adult programs, with a non-federal dollar. States have demonstrated their funding commitment, of 5 years standing, to the special population groups.

Vocational Education and the Restructuring of American Schools

Across the country, elementary and secondary schools are struggling with the issues of education restructuring and reform to invigorate the quality of public education. We at the National Alliance of Business believe that our very economic survival depends on the success of these efforts.

Vocational education should not be exempt from this reform and restructuring debate. The federal government needs to provide the state vocational education systems with new creative incentives or models that will push those systems to higher levels of quality and achievement. That goal, in my view, should be the primary purpose of the federal investment. Vocational education programs must continually strive to be on the cutting edge of the education and skill demands of our changing economy in the global market.

We at the Alliance know well the frustration of employers who cannot find job applicants with minimum basic skills, and who worry about the cumulative effect of these trends on the social fabric of the nation.

Improving Basic Educational Skills. We concur with many of the experts who argue that the secondary level of vocational education should place more emphasis on basic skills education and have success primarily measured on that basis. This priority may require changes not only in curricula but in pedagogy.

The ability to experiment with how to provide basic skills though practical applications rather than conventional academic methods is one of the strengths of vocational education. This practice in pedagogy has proven to be especially important for students who do not learn well in conventional learning environments.

For the both the college bound and non-college bound students, solid foundations in basic skills at the secondary level become a critical measure of success. Employers are still much more concerned first about finding new workers who are competent in basic education skills with the rudiments of occupational knowledge, so that they are "trainable," than they are about finding individuals fully "trained" in skilled occupations.

We are graduating hundreds of thousands of young people from high school with 7th grade reading skills when the nation's leading-edge employers need at least 12th grade reading competence.

An emphasis on basic academic skills does not require sacrificing technical education. Restructuring can occur so that neither side is hampered, and high expectations are retained for both. We agree with recent studies that demonstrate that the nation needs to provide better structured career options for the non-college bound youth. The non-college bound student needs to acquire a foundation of life-long basic skills in high school just as the college bound student.

The postsecondary education level in vocational education should reflect greater emphasis on technical education. It has been our experience that postsecondary institutions are the more effective training institutions for technical education and are the most responsive to labor market needs.

"Tech-Prep" Proposal. This nation needs a 1st class technical training system -- an American version -- if you will -- of the German apprenticeship and skill training

system. Such a system must start with young people in the last 2 years of high school and be tied directly to the 1,200 community and junior colleges and voc-tech institutions which now exist in practically every community in this nation.

Congressman William D. Ford's (D-MI) "Tech-Prep" bill, H.R. 22, is an attractive idea which could lead to this new system. It could better link a two-year, practical workplace orientation for applied basic educational skills in secondary schools with a two-year technical education curriculum in postsecondary institutions. Tying the 2 year plus 2 year concept into a career interest could also potentially reduce dropout rates by engaging at-risk youth in pursuing occupational skills beyond secondary school. It sets up a career goal that points beyond the normal stopping point of high school completion. It can extend a student's horizon for learning beyond the cliff of 12th grade. Our high schools have become too tied to college preparation and we must right this balance for the 50 percent of our young people who do not now go on to college.

A number of states have been successful in implementing this idea already, though we recognize that some models have worked better than others. We would encourage the Committee to build on this experience in retooling federal law, even if it is done through a demonstration program in an effort to learn more before full implementation.

Outcome Measures. Many policymakers involved in education reform are seeking new methods to hold public schools accountable for the quality of education their students receive. The federal government has nearly 6 years of experience with performance measures under the Job Training Partnership Act. We do know that when performance measures are required, they enhance program credibility. When they are applied appropriately, they can be used as important management tools also.

This reauthorization is a good time for the federal government to establish more specific outcome measures for vocational education that can stimulate nationwide improvement of program quality and add some measure of accountability on use of federal funds. The federal government must insist on some way of measuring progress toward achievement of federal goals. I believe it is appropriate to measure not only program effectiveness but also the effect that the federal investment has on restructuring vocational education systems -- what measurable difference federal assistance has made over a definable period. Common goals and outcome measures could be devised that would ease coordination with other federally funded education and training related programs.

The Private Sector Role in Improving Vocational Education

As I have said, my on-going conversations with business leaders around the country convince me that their top worry is the decline of education quality in this country. Many of them are actively seeking ways that they can get involved in restructuring public education. I believe that the case for involving the private sector in vocational education is more compelling now than it was in 1984.

We have found real progress in business education partnerships when educators and business leaders overcome their misconceptions and mistrust and begin to seriously discuss how the resources of each can be applied to the common goal of education improvement.

We have seen a dramatic increase in the past two years in the number of business education partnership arrangements around the country. A February 1989 survey report from the National Center for Education Statistics showed that a total of 140,800 partnerships provided support to public elementary and secondary schools in 1987-1988, with 52 percent sponsored by business. Most of these partnerships do not go to the basic reform and restructuring of education that we believe is necessary, but the report does illustrate dramatically the increase of business involvement and resources in trying to improve public education.

We have found many examples over the last five years where the vocational education system has utilized the expertise and resources of the business community in varying degrees to update curricula, improve ties to workplace technology, and provide employer based training for teachers. The options in current law for involving the private sector in vocational education reflect important advances in public policy and should be maintained.

State Council on Vocational Education. The Perkins Act of 1984 established the new state council on vocational education, requiring substantial business participation through a majority of private sector members, in the review and discussion of state plans. We at the Alliance would like to see more research and evaluation on the impact this structure has had both for the level of business involvement and for the effectiveness of the council in contributing substantively to the planning process.

"Technical Committees." The Act also established state level "technical committees" composed of representatives of business, organized labor, and trade associations with special expertise in a particular occupational area. The committees provide the vocational education system with advice on occupational competencies needed to enter and progress in priority occupational fields in the state. These committees develop inventories of skills that may be used by local education agencies to develop state-of-the-art model curricula and training programs. These provisions have helped to

institutionalize the sharing of information with educators and to clarify employer expectations in the changing workplace.

The concepts behind these state level structures are important to preserve in the reauthorization. Some states have used these provisions of the Act with great success. I believe the potential benefit to the vocational education systems in the states is only beginning to be explored, and we should maintain a stable commitment in federal legislation as they evolve.

Another provision of current law that I believe is important to preserve allows in-service training for instructors through cooperative arrangements with the private sector. In many states, professional development programs for instructors include opportunities for industry to share its state-of-the-art experience at the work site.

Vocational Education and Other Human Resource Development Systems

Significant progress was made in 1984 toward providing for improved coordination between vocational education programs and other related education and training programs in the state. We would like to see the 1989 reauthorization process take additional steps toward building a framework that can help transform the current fragmented collection of education, training, and employment programs into a coherent workforce development system united by a common mission.

We recognize that it is necessary in most communities to maintain the current pluralistic structure of education and training systems. But we can no longer afford federally funded programs to offer a narrow range of services without requiring methods of coordinating activities better with other human resource development programs. The variety of services for publicly funded education, training, and support service agencies could be organized better to streamline service delivery for the individuals targeted in public policy.

The increasingly complex needs of youth, particularly disadvantaged youth, go beyond what education alone can remedy. Schools need access to other human services in the community. Likewise, other human service and training agencies needs to have better access to vocational training institutions for their clients.

Now that Congress has added major new initiatives in education and training for dislocated workers, under the Economic Dislocation and Worker Adjustment Assistance Act of 1988, and welfare recipients, under the Family Support Act of 1988, there is a more urgent need to review federal vocational education legislation to remove barriers or enhance the ability to coordinate with other human resource development systems.

We have studied carefully the annual reports on coordination between vocational education and programs under the Job Training Partnership Act (JTPA). Each year since the 1984 Perkins Act requirements, we have found more promise and innovation in the arrangements between these two service systems.

As some states have struggled to coordinate human resource programs so that individuals can get access to services from a variety of programs, they have been successful in identifying critical objectives. Individuals in need of education and training services should be able to enter a human resource "system" through any participating agency following a uniform intake and assessment process.

Participants should be able to progress through a logical sequence of services at their own pace, guided by any of the participating agencies. But to allow that movement, related agencies need to have information about each other, plan together, commit to facilitating referrals, and sharing resources.

Pilot projects are under way in a number of areas to develop common intake forms and procedures across different agencies, eliminating some of the barriers to interagency referrals and potentially increasing the access clients have to a broader range of services.

We hope to provide you with more specific recommendations during the legislative process for improving that coordination.

Shaping Tomorrow's Workforce. Today we would like to suggest a set of principles to guide your efforts. Last Fall, the National Alliance of Business published an innovative policy perspective in a paper titled *"Shaping Tomorrow's Workforce: A Leadership Agenda for the 90's"* I will make this paper available to Members of the Committee. It rationalizes a federal human resource development strategy and looks at the lessons from experience at the state and local level for what is necessary to coordinate various human resource programs. These principles, or service delivery system concepts, were identified to be important for public officials to coordinate various programs into a more generalized human resource development system:

- Demand driven: Rather than being driven primarily by the needs of the public agency administering a particular program, a coordinated human resource development system should be able to be driven by the needs of its customers — the individuals in need of assistance and employers.

- Outcome driven: Program success should be measured by outcomes rather than process, and common goals should be established for all related programs. Although the ultimate goal should be job placement, interim benchmarks are needed to measure individual progress.

- Decentralized administration: Management responsibility for the programs should be mainly vested in state and local officials to achieve greater program flexibility.

- Joint public/private partnerships: The public and private sectors should share policy responsibilities through institutions created for that purpose. State and local boards should develop a long-range human resource development strategy and facilitate the coordination of information and resources to carry out that strategy.

- Case management: Individual case management should be the preferred service delivery mechanism to insure that each client gets the services that he/she needs based on assessments.

- Coordinated service delivery: Structural barriers that prevent individual access to multiple, sequential services from different service providers should be removed to increase the efficiency and effectiveness of public human resource investments.

- Common data elements: Developing a universal language among public programs based on standardized definitions and common data elements is critical to insure free movement of clients across program boundaries.

- Federal role: The federal government should play a catalytic or leadership role in building a more generalized human resource development system. Federal responsibilities include insuring legislative conformity to a uniform policy framework, providing technical assistance to state and local efforts, conducting research and development, and evaluating the effectiveness of various programs and activities.

These principles underline the need to think differently about how we legislate categorical requirements for programs with similar goals. We must find ways to allow state and local officials to develop arrangements between various programs so that all of the parts contribute to the whole strategy of building a quality workforce.

Mr. Chairman, I will be happy to answer any questions you or the other Committee members may have.

# # #

Mr. Ford. Mr. McCabe.

Mr. McCabe. Thank you, Mr. Chairman, members of the committee.

I represent the California State Council on Vocational Education, and I am currently chairman of their Fiscal Committee. I speak from a background of high school agriculture teacher, a community college agriculture teacher, a community college vocational dean, a community college financial aid director. Presently, I teach economically disadvantaged and educationally disadvantaged students mathematics, and, on the other end, I teach computer applications of agriculture.

The Council's views center around two issues. One is equity of support to students, and the other the support of the Council. Section 6 of the act says that it is the sense of Congress that effective vocational education programs are best administered by local communities and community college school boards. We support this intent and feel that distributing dollars to the local level is essential and that in order to have effective vocational education programs the dollars need to get to the classroom level.

Some of the issues which inhibit the realization of the intent are: first, the allocation formula for the handicapped. This formula allocates funds 50 percent on the basis of the relative number of economically disadvantaged students enrolled and 50 percent on the relative number of handicapped students served.

Our concern is that handicapped students are usually not included in counts of disadvantaged students, yet many handicapped students have even greater needs for vocational education. As currently written in law, Section 203(a)(1)(B0(i) appears to be inequitable in that it can direct considerable resources to economically depressed areas with few handicapped students, and, in contrast, it is possible that little funding is provided to non-economically depressed areas with large handicapped enrolments. We recommend that the handicapped allocations be driven solely by the relative number of handicapped students served.

Second is consumer and home-making education for economically depressed areas. The law, as written, states that the education has to take place in the economically depressed area. We recommend that "for residents of economically depressed areas" be substituted for "in economically depressed areas." The rationale here is that in many economically depressed areas, such as migrant labor camps, Native American reservations, and severe poverty pockets in urban areas, there are not adequate facilities for training, and we believe that the law should allow, in those circumstances, that the students be transported out of the area to a training site that has adequate training facilities. The current language will not allow this. Therefore, a number of residents may not be receiving education that they could use.

The third issue is the matching requirements for special needs populations. Mainstreaming of all students in vocational education is essential. However, we feel that some special needs students are not experiencing the mainstream approach as a result of some restrictions placed on the eligible recipients as a result of language in the act.

Therefore, the State Council is recommending that change be made to provide 100 percent Federal funding for costs of vocational services and activities for disadvantaged and handicapped individuals and adults who are in need of training and retraining. Provisions should be made, however, to assure that recipients who currently have matching funds would have to maintain that level of effort and not supplant with Federal funds.

Next is the allocation of Title II(B) program improvement funds. These are funds that are I guess you might say are the so-called classroom funds, the easiest to use through a school district. The law states that 80 percent of the funds in Title II(B) should be allocated to eligible recipients. However, neither the law nor the regulations define the word "allocation," and neither the law nor the regulations are prescriptive in how these funds be allocated. This leaves a State agency free to allocate funds on a per capita basis, requests for bids, requests for proposals, or sole source.

We recommend that the law or the regulations be prescriptive and state that 80 percent of the Title II(B) program improvement funds be allocated to eligible recipients on a per capita basis based on the relative number of vocational students served. This would ensure that vocational students, regardless of the district they are in, would be supported on a per capita basis by an equal amount of Federal funds. This would still leave 20 percent for the State agency to use for State projects in service and so forth.

The last issue is the support for the State Councils. We perceive that when Congress removed the word "advisory" from the State Council title and expanded Council mandates, it was your intent that the State Council, a body created by you and acting as your agent in the various States, become more active in State vocational education policy development with increased responsibilities in an oversight function. Although State Councils were mandated new and expanded responsibilities, there was no authority to correct misuse of funds.

We are placed in the position of, first, filing an objection with the U.S. Department of Education and risk having the State's funds held up entirely or risk having a request that funds be returned that were misused, and this will eventually impact the students; or, second, jawboning the State agency and, in the meantime, asking the Congress or the U.S. Department of Education what is the intent of the legislation or the regulations.

We have chosen the jawbone route, but this results in delays of a year or more in resolving a problem, during which time funds may be diverted away from students. We ask that sign-off authority for State Councils be written into the act on matters of fiscal compliance, and thus questionable practices could be stopped before the fact and not after the fact.

State Councils are currently funded under the act with no council allotted less than $125,000 or more than $225,000. California has 382 secondary school districts with 830 high schools; 240 of these districts offer adult education. We have 72 community college districts with 108 community colleges, 69 regional occupational centers and programs, and 52 service delivery areas.

Due to the size and diversity of the State and the current level of funding, the California State Council feels we cannot effectively meet all of the mandates, as intended by Congress.

While the process of carrying out your mandates is not unique, size does multiply the problems. We believe that several other States experience this problem. We are therefore recommending a change under the Perkins reauthorization to fund councils with an amount equal to 1 percent of the State grant with a limit of $500,000 and not less than $200,000. This proposal would address the concerns of both the large and the small States.

I understand that the National Association of State Councils on Vocational Education will submit testimony later and will support increased funding as well as sign-off authority.

I have attempted to identify a number of issues which impact vocational education, changes in which would enhance the effectiveness of the act and the oversight of the act.

Thank you for the opportunity to testify, and thank you for your continued support of vocational education.

[The prepared statement of Herbert L. McCabe, Jr. follows:]

Testimony
to
House Education and Labor Subcommittee
on Elementary, Secondary, and Vocational Education
on
Reauthorization of the Carl D. Perkins
Vocational Education Act
by
Hebert L. McCabe, Jr., Chairman, Fiscal Committee
California State Council on Vocational Education

March 9, 1989

Mr. Chairman and Members of the Committee:

My name is Hebert L. McCabe, Jr., and I serve as Chairman of the Fiscal Committee of the California State Council on Vocational Education.

The California Council feels strongly about its role and responsibilities under the Carl D. Perkins Vocational Education Act. We have identified six proposed changes which I will briefly describe and provide a brief rationale for each proposed change.

1. **State Plan Sign-off Authority**
The State Council on Vocational Education has many mandated responsibilities under the Carl D. Perkins Vocational Education Act. One of the responsibilities of the State Council is to meet with the designated sole state agency or its representatives during each planning year to advise on the development of the State Plan which addresses the planning, administration, evaluation, and coordination of programs funded under the Perkins Act. In addition, the State Council has the responsibility to review and comment on the State Plan. (Title I, Part B, Section 112[d])

   The California Council would like to see the Act changed to include State Council sign-off authority on the State Plan. Our rationale is that State Councils currently have the responsibility to advise on the development of and to review and comment on the State Plan. When major issues of concern or deficiencies are identified by the Council, there is no authority to resolve these issues other than objections being filed with the U.S. Department of Education. If an objection is sustained, this could possibly result in the state being asked to return funds and this would ultimately impact the local school districts. We have chosen the other alternative of asking questions of the U.S. Department of Education or asking Congress what the intent of the legislation was. Many times it takes a year to rectify deficiencies or resolve the issues. If councils had sign-off authority, the objection process could be diminished and concerns/deficiencies resolved expeditiously eliminating the rejection process and obtaining resolution prior to submission of the State Plan, not after the fact.

2. **Allocation Formula for Handicapped Funds**
Under the existing law, "Within State Allocation", Section 203(a)(1)(A) states that the State Board shall allocate the 10% of the amount allotted to the State and available under Title IIA for vocational education services and activities for handicapped to eligible recipients. . .

   Section 203(a)(1)(B)(i) states that fifty percent of such amount shall be allocated to eligible recipients on the basis of the relative number of economically disadvantaged individuals enrolled in each eligible recipient in the fiscal year preceding the fiscal year in which the determination is made to the total number of such individuals enrolled in all eligible recipients within the state in such year.

We propose that **handicapped** be substituted for economically disadvantaged.

The Council has a concern with the law as written in that handicapped students are usually not included in the count of disadvantaged students, yet many handicapped students have even greater needs for vocational education. As currently written in law, Section 203(a)(1)(B)(i) appears to be inequitable in that it can direct sizeable resources to economically depressed areas of the state that enroll few handicapped students. In contrast, it is possible that little or no funding be provided to non-economically depressed areas with large handicapped enrollments.

Our proposal would drive the allocation formula solely with handicapped student counts.

3. **Technical Change**
Section 203(a)(5)(c) currently states the State Board shall establish criteria for the distribution of the remaining amount of the allotment of the state available for this part of eligible recipients and to community-based organizations pursuant to Section 201(c)(3) within the state for the purposes described in clauses (3)(4)(5) and (6) of Section 202.

The reference to Section 201(c)(3) should read **201(f)(3).** The current reference does not exist in the Act as written. Federal regulations have properly interpreted the law, but the error still exists in the Act.

4. **Consumer and Homemaker Education**
Title III, Part, B of the Act addresses the use of funds for consumer and homemaker education grants. Section 312(a) states a grant to any state under this part shall be used, in accordance with State Plans approved under Section 114.

Currently Section 312(a)(1) states "to conduct programs in economically depressed areas." We recommend that **for residents of** be substituted for in.

Our rationale is that in the more highly economically depressed areas, there usually are not adequate facilities to use as training program sites. Therefore, it may be necessary to transport residents from an economically depressed area to a facility outside the economically depressed area boundary. This circumstance is especially true for migrant farm camps, Native American reservations, and urban areas with severe poverty pockets.

In attempting to meet the needs of those residents in economically depressed areas, it is essential that if adequate training facilities are not available within the economically depressed area boundary, then these residents should be able to be transported to a site outside the economically depressed area. Current language does not permit this; therefore, a number of residents may not be receiving the services the Act intended.

5. **Matching Requirements - Special Needs Populations**
With the passage of the Carl D. Perkins Vocational Education Act, 57% of each state's allotment was for the purpose of addressing Vocational Opportunity Programs, programs which provide vocational services and activities designed to meet the special needs of groups of individuals in target populations. Access to vocational education for these special needs populations is being denied some students in California because eligible

recipients are finding it difficult to meet the dollar matching requirements. (Title V, Part A, Section 502(a)(3)(A)

The State Council is therefore recommending that changes be made to provide 100 percent federal share of costs of vocational education services and activities under the Title II, Part A - Vocational Opportunity Programs for disadvantaged and handicapped individuals and adults who are in need of training and retraining.

6. **State Council Funding**
State Councils are currently funded under the Perkins Act with no Council allotted less than $120,000 nor more than $225,000 for each fiscal year. [Section 112(f)(1)(A)]

California is the largest state in terms of the number of vocational education students and the amount of basic grant funds received under the Perkins Act. California has 382 secondary school districts (830 high schools), 72 community college districts (108 community colleges), 69 Regional Occupational Centers/Programs, approximately 240 districts that offer adult education, and 52 Service Delivery Areas. Due to the size and diversity of the state and the current level of Perkins funding, the California State Council cannot effectively meet all of its mandates as intended by Congress.

We are, therefore, recommending a change under the Perkins reauthorization to fund state councils with an amount equal to 1% of the State Grant, not to exceed $500,000, nor less than $200,000. While California is proposing that a ceiling of $500,000 be considered on the amount equal to 1% of the state grant, it should be noted that perhaps a realistic floor ($200,000) should be considered to address the concerns of smaller states as well.

In California, while the process of carrying out your mandates is not unique, size does multiply the problem. We believe that several other states experience this problem. I understand that the National Association of State Councils on Vocational Education will be testifying at a later hearing and supports increased funding as well as sign-off authority for State Councils.

In closing, we feel the passage of the Carl D. Perkins Vocational Education Act changed the thrust of the State Councils from advisory to one which actively participates in the formulation of state vocational education policy and oversees that federal vocational education policy is carried out.

The California Council feels very strongly about its mandated responsibilities. We have attempted to identify a number of proposed changes which would enhance the effectiveness of meeting these mandated responsibilities identified in the Act. We have asked for authority and funding commensurate with the responsibilities mandated in the Act.

Thank you for the opportunity to testify and for your continued support of vocational education.

Mr. FORD. Thank you.

Mr. Feuer.

Mr. FEUER. Good morning, Mr. Chairman, members of the committee.

My name is Michael Feuer. I am project director for the Office of Technology Assessment's background paper on performance measurement for secondary vocational education. My remarks this morning will highlight and summarize the written testimony which has been submitted for the record.

OTA was asked to examine the technical feasibility and the utility of instituting specific requirements for performance measurement of secondary school vocational programs. This interest in the measurement of vocational program quality comes at a time of heightened concern for the relationship between the Nation's educational system and the future of the American economy.

Growing evidence of a work force ill equipped for many jobs that require higher levels of skill, the demand by industry for workers able to learn new skills and adapt to new technologies in the workplace, concern for the economic well-being of approximately 20 million non-college-bound youth, and the recognition that many vocational students who go on to attend college are actually well served by job skills have spurred education and business leaders to redefine the objectives of secondary school vocational education and to demand improvements in its quality. There is now widespread consensus for including the vocational education system in the national debate over school reform and academic excellence.

The application of outcome-based performance measures in other Federal employment and training programs, such as the Job Training Partnership Act, has led many observers to call for a similar strategy in vocational education. OTA looked closely at two such outcome measures: job placement, earnings, unemployment, and other so-called labor market indicators; and, two, acquired competency in occupationally-relevant skills as might be measured by scores on a variety of tests of occupational competency. These are the most frequently discussed measures, they are the furthest along in being quantifiable, and, most important, they reflect broadly accepted definitions of the principal objectives of secondary school voc. ed., namely, the preparation of non-college-bound youth for productive and gainful employment.

Now I should point out that there are other measures that could be included in a performance assessment: the high school dropout rate, performance on tests of academic competency, college participation rates, to name a few.

"Performance measurement" usually implies the development of standards that can become the basis for sanctions or incentives, and so the selection of any outcome measures will have a strong impact on program management and curriculum design. So as Congress debates the feasibility and utility of performance measurement, it will undoubtedly engage in a broader discussion of the objectives of the vocational education system.

Our findings: First with respect to labor market indicators: job placements, wage rates, earnings, and employment of students who complete defined courses of vocational study can provide important clues to program quality. If the graduates of two programs in otherwise similar communities experience significantly different labor market outcomes, then the relative quality of the two programs would be said to differ. In fact, 28 States already use follow-up surveys of voc. ed. graduates to collect data on job placements.

OTA found that recent improvements in the quality and the cost of data collection and storage, made possible by mandated changes in employer reporting of wage and earnings data, increased the feasibility of designing cost-effective labor market outcome indicators. Particularly, there is growing interest in the use of wage record systems maintained by the States in compliance with amendments to the Social Security Act.

Standardization of school transcript data, and clarification of confidentiality restrictions pertaining to individual financial data, and the willingness to archive these wage records data over longer periods of time would be prerequisites to full implementation of the wage record system for performance evaluation.

Even with these improvements, though, it will always be difficult, if not impossible, to account fully for the geographic and demographic and other non-school factors that determine individual success in the labor market.

Since the use of placement indicators as a basis for sanctions or incentives could induce schools to concentrate too heavily on coaching students in job search and interview skills at the expense of teaching vocational competencies that would benefit them in the workplace, there is another cause for concern with using labor market outcomes exclusively. So OTA finds that economic outcomes are important as a measure of program quality but are insufficient.

Competency tests designed to assess achievement of skills taught in specific courses can be valuable as part of a comprehensive approach to program assessment and can provide important feedback to local programs. There are tests that measure also more broadly defined developed abilities which, when used properly, can contribute additional information about the types of courses offered by schools and about efforts to provide special guidance to students who need it most.

OTA finds that State efforts to develop and implement occupational competency tests have resulted in substantially improved testing instruments. Thirteen States use competency tests, nine are developing such tests, and twelve States plan to in the future.

But competency tests, too, provide only partial indications of program effectiveness. Just as it is difficult to sort out the effects of schooling from other factors that influence job placements and earnings, it is never entirely possible to know how much of an individual's developed abilities can be attributed to learning that takes place in school.

Further, we know that tests can become powerful catalysts of change as school authorities strive to meet test standards, and there is always a risk that schools will coach students on test-taking strategies at the expense of teaching the skills purportedly measured by the tests.

In addition, tests that accurately assess what is taught in specific courses could encourage excessive emphasis on highly specialized skills at the expense of more broadly applicable generic skills.

So for these reasons, OTA finds that tests also are an important measure but should not become the sole instrument of performance assessment.

Finally, there is no single measure that fully captures the complex goals of secondary vocational education and no measurement approach that can yield a national performance standard. It is important to recall that the definition of program objectives and therefore the measurement of program effects is conditional on local and regional labor market conditions.

The Federal Government, which contributes a relatively small share of the total vocational education expenditures, could effectively encourage and support the States in their current efforts to define outcomes and to devise appropriate measures of performance. In particular, OTA finds that Congress could work with the States to develop clear definitions of the objectives of their vocational programs, help the States establish agreed upon norms of measurement and guidelines for data collection and testing, support pilot demonstrations of alternative performance measurement systems, and provide funds for dissemination of innovations in performance assessment methodologies.

I would be glad to answer any questions, and I appreciate this opportunity to testify before you this morning

[The prepared statement of Michael J. Feuer follows:]

STATEMENT OF MICHAEL J. FEUER
Project Director

accompanied by
Nancy Carson, Program Manager
Office of Technology Assessment
U.S. Congress

Testimony Before the
Subcommittee on Elementary, Secondary,
and Vocational Education
Committee on Education and Labor
U.S. House of Representatives

MEASURING PERFORMANCE OF HIGH SCHOOL VOCATIONAL PROGRAMS

March 9, 1989

MEASURING PERFORMANCE OF HIGH SCHOOL VOCATIONAL PROGRAMS

To assist Congress in preparing for the reauthorization of the Carl D. Perkins Vocational Education Act, OTA was asked to examine the technical feasibility and utility of instituting specific requirements for performance measurement of secondary school programs. The Perkins Act currently specifies the composition of State advisory boards, which are charged with developing skills inventories, the establishment of evaluation criteria, and biennial program evaluation. The Act also requires that States assess the quality of vocational programs in terms of workplace requirements and occupational preparation of students. But these requirements are not rigorously enforced. The education and business communities now increasingly support the view that more specific measurement of the quality of high school vocational programs may be needed.

OTA examined in detail two types of performance measures and identified other possibilities as well. OTA did not evaluate the overall strengths and weaknesses of a Federal decision to mandate these or other measures. This testimony summarizes the findings contained in OTA's Background Paper on performance standards for secondary vocational education.

Introduction

The secondary school vocational system is complex: virtually all students in American high school students take at least one vocational course, students of all demographic backgrounds and ability levels enroll in sequences of vocational courses leading to specific occupational proficiencies, students planning to attend at least some college account for almost half of all students registering in vocational courses, and there is growing recognition that all students — vocational or not — need basic academic skills to function productively when they leave high school.

Interest in measurement of vocational program quality comes at a time of heightened concern for the relationship between the nation's educational system and the future of the American economy. Growing evidence of a work force ill-equipped for many jobs that require higher skill levels, demand by industry for workers able to learn new skills and adapt to new technologies in the workplace, concern for the economic well-being of approximately 20 million noncollege-bound youth, and the recognition that many vocational students who go on to attend college are well served by job skills, have spurred education and business leaders to redefine the objectives of secondary school vocational programs and to demand improvements in their quality. There is now widespread consensus for including the vocational education system in the national debate over school reform and academic excellence.

Outcome Measures

One manifestation of the concern for quality of vocational programs has been the interest in using outcome measures as indicators of program effectiveness. The application of outcome-based performance standards in other Federal employment and training programs, such as the Job Training Partnership Act, has led many observers to call for a similar strategy in vocational education. OTA looked closely at two outcome measures: 1) job placement, earnings, unemployment, and other indicators of labor market performance of vocational graduates; and 2) competency in occupationally-relevant skills, as measured by scores on tests of vocational ability. These are the most frequently discussed measures, are the furthest along in being quantifiable, and — perhaps most important — reflect broadly accepted objectives of secondary level vocational training: the preparation of noncollege-bound youth for productive and gainful employment.

There are a number of other outcomes that could be included in assessments of program quality. In the course of preparing this report, OTA discovered considerable interest in widening the scope of performance measurement to account for the multiple objectives of secondary vocational training. For example, many observers have suggested that vocational programs have a desirable effect on the high school dropout rate, and that keeping students in school who might otherwise quit could be counted as a positive outcome of vocational programs. Similarly, there is growing interest in counting college enrollment of vocational graduates, as an alternative to immediate job placement, as a positive outcome. Other measures, such as the market value of goods produced by vocational students while still in school (e.g., in cooperative education programs), have also received attention. Finally, OTA learned that many States, in response to growing pressure for academic reform, have begun to introduce academic material into the vocational curriculum and to try to teach so-called "higher-order thinking skills" that will benefit students throughout their careers. Many people now wish to see academic achievement included in vocational performance measurement, and would like to see improvements in testing technology to provide better assessments of higher-order cognitive abilities.

While OTA did not analyze these measures in detail, they do warrant continued attention. Because measurement usually implies the development of standards that can become the basis for sanctions or incentives, selection of any outcome measures will have a strong impact on program management and curriculum design. Thus, as Congress debates the feasibility and utility of performance measurement, it will undoubtedly engage in a broader discussion of the objectives of the vocational education system.

PRINCIPAL FINDINGS

1. Job placements, wage rates, earnings, and employment of students who complete defined courses of vocational study can provide important clues to program quality. If graduates of two programs in otherwise similar communities experience significantly different labor market outcomes, then the relative quality of the two programs can be said to differ.

OTA found that recent improvements in the quality and cost of data collection and storage, made possible by mandated changes in employer reporting of wage and earnings data, increase the feasibility of designing cost-effective labor market outcome indicators. In particular, there is growing interest in the use of wage records maintained by the States in compliance with recent amendments to the Social Security Act. These data are more reliable than the type made available from surveys conducted by schools, and lend themselves to longer-term evaluation.

Standardization of school transcript data, clarification of confidentiality restrictions pertaining to individual financial data, and the willingness to archive the data over longer periods of time would be prerequisites to full implementation of the wage records system for performance evaluation.

Even with these improvements, however, it will always be virtually impossible to account fully for the geographical, demographic, and other nonschool factors that determine individual success in the labor market. Statistical techniques exist to help sort the program effects from other factors that influence labor market performance. But these methods are very sophisticated and difficult to implement, and are frequently overlooked in practice. In addition, the use of placement indicators as a basis for sanctions or incentives, especially if used alone, could induce schools to concentrate too heavily on coaching students in job search and interview skills at the expense of teaching vocational competencies that would benefit them in the workplace. For these reasons, economic outcomes are important, but insufficient, as overall measures of school or program performance.

2. Competency tests designed to assess achievement of skills taught in specific courses can be valuable as part of a comprehensive approach to program assessment, and can provide feedback to local programs. In addition, tests that measure more broadly defined developed abilities can, when used properly, contribute relevant information

about the types of courses offered by schools and about efforts to provide special guidance or coursework to students who need it most. For performance measurement, tests designed expressly for program evaluation are preferable to those meant for assessment of individual abilities. OTA finds that State efforts to develop and implement occupational competency tests have resulted in substantially improved testing instruments. Detailed paper-and-pencil tests, as well as hands-on tests of technical proficiency — which are often designed with the cooperation of experienced workers — can provide valuable information about the quality of vocational programs.

However, OTA finds several caveats to full implementation of occupational competency testing as a basis for performance standards. First, tests provide only partial indications of program effectiveness. Just as it is difficult to sort out the effects of schooling from other factors that influence job placements and earnings, it is never possible to know exactly how much of an individual's developed abilities can be attributed to learning that takes place in school.

Second, tests can become powerful catalysts of change as school authorities strive to meet test standards, and there is always a risk that schools will coach students on test-taking strategies at the expense of teaching the skills purportedly measured by the tests.

Third, tests that accurately assess what is taught in specific courses could encourage excessive emphasis on highly specialized skills at the expense of more broadly applicable generic skills. While it is difficult to specify a priori exactly what skills will benefit students in the long run, there is growing consensus that the pace of workplace innovations will require flexibility: vocational graduates need a blend of job-specific and generic skills.

Finally, the development of tests that focus on specific skills taught in particular programs is time-consuming. There is a risk that these tests could quickly become obsolete because of the rapid pace of change in certain workplace technologies.

For these reasons, OTA finds that tests should not become the sole instrument of performance measurement.

3. There is no single measure that fully captures the complex goals of secondary vocational education, and no measurement approach that can yield a national performance standard. It is important to recall that the definition of program objectives — and therefore the measurement of program effects — is conditional on local and regional labor market conditions. The Federal Government, which contributes a relatively small share of total vocational education expenditures, could effectively encourage and support the States in their current efforts to define outcomes and devise appropriate measures of performance. In particular, Congress could work with the States to develop clear definitions of the objectives of their vocational programs, establish agreed-upon norms of measurement and guidelines for data collection and testing, support pilot demonstrations of alternative performance measurement systems, and provide funds for dissemination of innovations in performance assessment methodologies.

Mr. **Ford**. Thank you.

Mr. Pucciano, I was not following the agenda, I was going down the pile of statements I had in front of me, and since I didn't have one from you I missed you. I didn't mean to overlook you. I understand that you will submit a formal statement later, and when that is submitted it will be inserted in the record contemporaneous with your comments today.

Mr. **Pucciano**. Thank you, Mr. Chairman and members of the committee.

I represent the Association of Independent Colleges and Schools, an association of 1,100 taxpaying institutions of postsecondary education. We educate and train roughly 700,000 students each and every year.

I also come to this committee with a background as a deputy assistant secretary at the U.S. Department in vocational and adult education; I chaired the board for a two-year public technical college; I served on a board of education in a K-12 system in Connecticut; I have had experience working with inner-city youth while I served on the board of directors of the National Alliance of Business in New Haven, when I headed their Youth Programs Committee; and I have had experience in developing job training programs for the handicapped, both physically and mentally; and I have had nine years teaching experience at the postsecondary level as adjunct faculty in the business curriculum.

All of those experiences brought me to the conclusion that it is time for a radical change in thinking about vocational education, what it does, what it is designed to do, and where it has evolved. Vocational education at one time was the Nation's job training system when we needed to fuel the growth of an industrial economy. That has changed over the years, particularly at the K-12 level.

While I was at the Department, and two years ago when I was up here testifying before Mr. Natcher's committee in behalf of the administration's budget, I proposed a redefinition of vocational education which I am going to submit to this committee again for consideration and reauthorization.

Vocational education has many excellent qualities that I think could have dramatic impact on some of the problems facing American public education today—for one thing, the process of career education and development, which vocational education now provides to too few and too late, primarily those youngsters who select vocational education in the eleventh and twelfth grades.

I am suggesting that we take a look at that process, that career education and development, and rather than limit it to the secondary level and particularly the last half of the secondary level, that we begin to develop the means, through vocational education and the job understanding and business contacts that vocational educators have, that we begin to provide all youngsters from K through 12 with career education and career development information.

All of the data and research on dropout prevention says that goal-setting is an important factor in preventing dropouts, and yet we expect young people to set goals without providing them with the knowledge base upon which those goals can be set.

We need to provide young people very early on with an understanding of the world of work, the career opportunities that are available to them, and the academic requirements to do that, and I submit that vocational educators are in an ideal position to work with their colleagues at other levels in order to make that happen.

The one thing that really sets vocational education apart from all other forms of education is methodology, experiential or applied methodology. There are numerous pilot projects under way right now combining academics and vocational education and creating programs of applied academics. We need to more generalize the vocational education programs at the secondary level.

We ought not to be teaching job-specific skills at the secondary level, we ought to make sure that every student who graduates from high school has occupational skills and academic skills which will allow them to exercise choice upon completion of high school, to either enter the work force immediately, to go on to some other form of postsecondary education, or, as in the case of most high school graduates, to do both.

I think vocational educators, in concert with their academic colleagues, can develop those programs of combining the best of academic education with the experiential methodology of vocational education and reach out to all of those young people who have been failed by the system, all of those people who have been failed by traditional methods. More of the same isn't going to help; more of the same is not going to prevent dropouts.

I am suggesting that vocational education can be redefined at the secondary level to be more generalized, to have stronger academic content, and to reach out for all of those young people who are now being failed by the system.

Lastly, job training isn't going to go away; it needs to continue to be done. Study after study, researcher after researcher, have suggested what I have just suggested, that this vocational education at the secondary level ought to be more generalized but that postsecondary education, vocational education at the postsecondary level, is going to become essential for virtually everyone in the work force, and not just once but on a recurring basis.

The best estimates for the year 2000 and beyond are that 20 percent of that work force will require a baccalaureate degree or above, but everybody else is going to require some postsecondary vocational education and training, short of a baccalaureate.

I think, Mr. Chairman, it is time to take a radical look at vocational education to shift the emphasis in job-specific training from secondary education to postsecondary education. I am going to point out Mr. Gunderson's State, which probably is further along than anyone else in doing that. They have an excellent system of vocational education and an excellent system of postsecondary institutions performing that service.

But I would also ask you and the committee, in looking at this thing called post-secondary education and training, to recognize that that is comprised of a lot of components in the delivery system. The components include institutions like mine, taxpaying institutions, they include community colleges, traditional colleges and university, JTPA programs, apprenticeship programs, self-study programs, on-the-job training, and corporate training.

The entire delivery system of postsecondary education is going to be essential for this Nation to maintain its economic competitiveness in the world marketplace, and we cannot afford to exclude any part of that delivery system from participation in vocational education programs.

I would ask specifically that some of the obstacles for contracting out with taxpaying institutions be removed and that our institutions receive full equality with all other postsecondary institutions in participation in vocational education funding programs.

For example, local education agencies today cannot contract with a taxpaying institution unless necessary school equipment cannot be found in a public community college or university or that the cost of education in one of our institutions is less expensive than a public institution.

Now, of course, when they compare costs, none of the subsidized costs of the public institutions are thrown into that equation. So, at a minimum, we would suggest that at least the public institutions' administrative overhead and subsidized cost of facilities be included in those calculations.

One of the things that our taxpaying institutions support very strongly that other members of this panel have talked about is outcomes assessment and performance standards. We want them. Our institutions can measure up. In every instance where our taxpaying institutions have participated in JTPA programs where there have been performance standards, we perform outstandingly. We suggest that any eligibility requirements for postsecondary participation in Perkins Act funding ought to be conditional upon performance standards.

We think that the Perkins Act program should, indeed, remain targeted on disadvantaged populations, but we think that specific set-asides ought to be eliminated or at least significantly reduced.

Finally, Mr. Chairman, your own legislation on "2 plus 2". I have been a proponent of "2 plus 2" for three or four years now. Dale Parnell and I have traveled the country talking about it. There are a number of very good models. One of them is in Phoenix, Arizona, in the Maricopa County Community College systems.

But, Mr. Chairman, while we support enthusiastically the concept of "2 plus 2", we would ask that you consider expanding your proposal to include taxpaying institutions that provide degrees at the associate and baccalaureate level.

We believe that it must be a degree program at the postsecondary level, but 168 of my institutions, sir, do provide degrees, associate's and/or baccalaureate degrees, and they are fully accredited, and we suggest that the bill be amended to include all institutions otherwise eligible at the postsecondary level who are accredited, who are degree-granting institutions.

Lastly, to repeat the theme, we ought to require performance standards as eligibility for participation in any "2 plus 2" model programs or pilot programs. Schools ought to be able to do what they say they are going to do, and if they can't do that, then they ought not to participate in Federal funding.

Thank you, sir.

[The prepared statement of John G. Pucciano follows:]

Testimony Presented to the House Education and Labor Subcommittee Re: Reauthorization of the Carl D. Perkins Vocational Education Act of 1984 -- March 9, 1989

by John G. Pucciano, AICS

Mr. Chairman, I am here today representing over 1100 taxpaying institutions of postsecondary education and training -- members of the Association of Independent Colleges and Schools. Our members provide career and occupational education to more than 700,000 students each year. Many of our schools are providing that education and training to students who have been failed by the public education system.

I also come before you as a former Deputy Assistant Secretary for Vocational and Adult Education of the U.S. Department of Education and as a former Chairman of the Board for a public state technical college in Connecticut. I have more than nine years postsecondary teaching experience at a two-year technical college and at a four-year university as adjunct faculty. I have also served as an elected member of a public school Board of Education in Orange, Connecticut. So I bring to this hearing experience across the broad range of education up to and including baccalaureate degree programs. Another position I held that also helped shape the suggestions I offer this Committee was as a Director on the Board of the National

Alliance of Business in New Haven, Connecticut, where I chaired the youth programs committee which provided career education and career development information to inner-city youngsters in New Haven.

All of these experiences have le~~a~~d me to some conclusions and recommendations which I first voiced before this body in 1986 when I testified before Mr. Natcher's Committee on behalf of the Administration's budget proposal. The recommendations are simple. As our society becomes increasingly more complex, as technological innovation continues to grow at an accelerated pace, as the basic and technical skills required to get and to grow on a job become greater, secondary schools must provide all young people with the broad basic and occupational skills they will need to become productive members of society.

We need to provide career development information throughout the K-12 experience so that young people can begin early on to establish career goals plan to and meet the academic requirements necessary to achieve those goals.

All the research on dropouts suggests goal setting as a major deterrent to dropping out. However, we do not provide young people with the knowledge base necessary to set goals -- career development education throughout the curriculum will allow them to do that. We need to make certain that every young person who graduates from high school has acquired both the occupational and the academic competencies necessary to exercise free choice upon graduation -- free choice as to whether they want to enter the work force immediately, go on to postsecondary education or, in the case of most young people, to do both. Vocational educators are in the best position to do this in concert with their colleagues throughout the K-12 continuum. They understand the world of work, the values and mores of the workplace, and have the contacts with employers which will allow for participaiton of appropriate role models from business, industry and labor.

Too many young people are entering secondary schools requiring remediation because traditional methodology failed them in the earlier grades. Providing them more of the same in high school doesn't help; all it does is add to their frustration causing them to give up and drop out. Secondary vocational education has an opportunity to reach out to a vastly broader group of young people, not just those who choose vocational education, but all of those who are lost in the nether world of the general track.

By increasing the academic content of vocational programs, by developing relationships and working closely with their academic colleagues, vocational educators can use the experiential methodology of vocational education to create and provide the applied learning and academic competencies that each and every one of us is going to need as we embark upon a lifetime of learning.

My recommendation then, Mr. Chairman, is 1) that vocational education and vocational educators become the catalyst for career development and goal setting at all grades K-12. 2) that vocational education at the secondary level become more generalized, that it have stronger academic content and that it be for all students -- the college-bound as well as those who are entering the work force or other forms of postsecondary education and training.

And third, that job specific education and training be conducted at the postsecondary level. Many studies and many researchers such as Anthony Carnevale, Harry Broudy and others have concluded that job specific education and training must take place at the postsecondary level. Indeed, every forecast about the skills required of the work force in the decade of the nineties and beyond estimates that roughly 20% of the work force will require bacculaurate degrees or above, but virtually everyone else will require some form of postsecondary education short of the baccalaureate -- and not just once. Each of us will be coming in and out of the postsecondary system for the rest of our lives in order to grow on our jobs and to keep pace with technological change.

Fortunately, for the sake of this nation and its economic competitiveness in the global marketplace, we have the necessary postsecondary delivery systems in place. Private taxpaying institutions like AICS schools and colleges, tax supported two and four year institutions, JTPA, job corps, apprenticeship, self-study, on-the-job training and corporate training . . . all of these, Mr. Chairman, constitute an essential postsecondary delivery system and each is integral to the success of that system.

Congress must recognize in this reauthorization the changing emphasis in vocational education; the need for movement of job specific education and training to the postsecondary level with commensurate reallocation of funding; the need for secondary vocational education to have stronger academic competencies; and the need for more generalized occupational education, applied academics and career development programs to be available for all students regardless of their goals upon completion of high school.

The present Act does not do that. It is geared primarily towards job-specific education for special populations at the secondary level. Some portions of the funds are spent at postsecondary institutions, but the lion's share of the Carl Perkins Vocational Education Act monies are directed at secondary institutions.

While the federal share represents only about 7% of total vocational education spending in the nation, it is indeed the tail that wags the dog. With few exceptions, federal funds determine how state funds are going to be expended. When I was up here the last time testifying before Mr. Natcher's Committee, Mr. Obey commented on how good the vocational education programs were in his state. Well, Mr. Obey and Mr. Gunderson have reason to be proud. Vocation education in Wisconsin is excellent, but the reality is that most of the monies in vocational education in the State of Wisconsin are directed at postsecondary institutions.

I also ask, Mr. Chairman, that the Congress recognize the full scope of postsecondary delivery systems. As I said earlier, AICS Schools, the institutions I represent, educate and train over 700,000 students each year. The people who operate our schools are concerned, caring educators who are providing, in many cases, the last hope for people who have been failed by the public education systems, and they ought not to be excluded from participating in essential postsecondary vocational education and training. One of the specific obstacles barring participation is the requirement that, in order for schools to contract with private taxpaying institutions, the school must not be able to find necessary equipment locally or must determine that the taxpaying institution can provide the services at lower cost than the local education agency. It makes no sense to me, Mr. Chairman, that the taxpayers should expend money to duplicate facilities and equipment that already exist in both taxpaying and tax supported postsecondary institutions. They ought to be treated alike and they ought to be allowed equal participation in Perkins Act money directed at the postsecondary level. At the very least, when cost comparisons are made, the subsidy received by tax supported institutions ought to be part of the equation.

Finally, Mr. Chairman, I come in full support of the 2+2 concept. Since my days as Deputy Assistant Secretary for Vocational and Adult Education, I have been an advocate and a vocal pro~~com~~ponent of that idea. I have seen existing models that are exemplary. I think it provides an absolutely essential career path and continuing of education for the work force our nation is going to need as we enter the 21st century. But I ask, Mr. Chairman, that institutions who happen to be taxpaying rather than tax supported and who also provide associate degree and baccalaureate degree programs, be provided equitable participation in this program. To restrict 2+2 pilot programs to only ~~[illegible]~~ community colleges and tax supported institutions again does not recognize the full scope of the postsecondary delivery system that this nation must keep intact. Our degree granting institutions, both at the two-year and four-year level have every bit as many academic requirements as any other institution; indeed, the only difference between them is the fact that AICS schools pay taxes on their educational revenues.

I look forward to our inclusion in the 2+2 program and to working with my colleagues at the community college level and with the members to ensure passage of a fair program. Because of the time constraints, Mr. Chairman, I have not been able to go into the details and specifics of the proposals that I have made to you, but I will be happy to answer your questions. Thank you.

Mr. **Ford**. Thank you very much.

Let me just start off by responding to your last point. As one who has advocated the worth and the value of proprietary schools for many years on this committee, we obviously look very carefully at their participation.

Frankly, off the top of my head, I could not figure a way to let your 168 accredited schools participate without inviting problems. If you will find a way for me to write a discriminatory description for them, I would be more than happy to consider expanding the type of postsecondary institution that will come in.

Now you know, without bringing it up here, that we have got problems because of some proprietary institutions that poison the air for all and a fear that is growing that some people will play to what is available in Federal money. We are having enough trouble defending the proprietaries now without giving those who don't agree with most of the members of this committee more ammunition, but we would be happy to look at any ideas you have about how it can be done.

I might say that you are not the only kind of institution that worries me. I did not at first include four-year colleges, and I got a fuss out of that, and I thought, "Well, let's don't take on any more enemies than we have." But I'm not satisfied that the language that we have now is sufficiently stringent to keep four-year colleges from playing with the program. I want the four-year colleges that indeed have a track record. Some of the urban universities, indeed, are doing a lot of vocational work. I would like to see them come in, but I would like to see how I can open the door wide enough to let them in without having it become, "Oh, there's some new Federal money out there; why don't we try this sort of thing," with people who have no history of doing vocational work at all.

So it is not just your type of institution that bothers us. The community college is easy to focus on because of their long involvement with vocational training and the concept of terminal training, job-related occupational training, as distinguished from some more generalized educational approach.

Your Mr. Clohan is very close to the members of this committee. He belongs to the wrong political party, but he is a good man and was, indeed, the minority staff director of my subcommittee for the higher education reauthorization in 1979 and 1980. I have a great deal of confidence in his ability to sit down with our staff and figure something out, and if it can be done so that it doesn't endanger the rest of the bill, we will do it.

Mr. **Pucciano**. May I respond, sir?

Mr. **Ford**. Yes, sir.

Mr. **Pucciano**. None of the problems that you refer to have occurred in degree-granting taxpaying institutions. As a matter of fact, in my experience over the last three years, including the years at the Department, the only problems that we have had of that nature where degree-granting institutions were included were not for profit regionally accredited institutions, and I can give you those names.

The second part of the question is that private career education has a far longer tradition than community colleges do. They are the relative newcomers on the block, sir. So I would ask you to look at that.

But I think that if we include only degree-granting institutions and—and I can't emphasize this too strongly—require performance standards, schools must do what they say they are going to do, or else they cannot participate. We are not afraid of it. We perform. The problems that you talk about represent less than 1 percent of the AICS institutions and less than 10 percent of the total number of private career schools in this Nation. We ought not to throw the baby out with the bath water.

Mr. **Ford**. We would like to avoid that. You show me how to construct the strainer, and I'll build it for you.

You made the observation, going into the year 2000, but I suggest that what has been moving people like me is, what we have been getting from the Office of Technology Assessment, from the Labor Department, and other sources shows that the imperatives are much more urgent than that.

I am looking at some figures that I have been using for some time. We figure that, on the basis of a number of appraisals that have been made, by the mid-1990's, 75 percent of all job classifications that will be filled in this country will require some postsecondary education. It is a very rapidly happening thing.

It is easier for some of us to see than others. I live in an area that was fat, dumb, and happy with the automobile industry, steel, rubber, chemicals, you name it, basic elements of American manufacturing. We were called, in my part of Michigan, in my war, World War II, the arsenal of democracy. I don't know what we could build today if we had to. But we have seen this second industrial revolution taking place a little sooner than other parts of the country.

My school people have recognized it much better than my citizens have, and the citizens aren't committing suicide because they believe it is temporary. It is only gradually seeping through that what is facing the high school-age population in my district is different than anything since before World War I in my area, that it isn't ever going to be like it was. It will never take as many people to make steel, or to build cars, or make tires, or do anything in the future as it did in the past, and it is foolish to think that something is going to come back to where we were.

We see that the requirements for a young person to go into the same field that their father spent a career in and their grandfather spent a career in without ever worrying about getting a second job aren't available with the same kind of qualifications.

Then we look at something else. When we were doing the reauthorization of higher education last time, we asked the Census people and the Library of Congress research people to try to tell us what they could about whom we were writing this legislation for, what is coming through the system. These are, to me, very sobering figures if, while you are thinking about them, you realize what these characteristics mean in terms of special problems.

They told us that between 1989 and the year 2000, the next decade, 80 percent of the new entrants into the labor force will be female—80 percent. Now what does that mean? Day care, it means child care, it means all kinds of things that we haven't traditionally thought of as a required part of making that work force available to us. Not since the height of World War II have we been that dependent on the female part of our population just to keep the work force healthy, except that they aren't going to do what they did the last time.

When we had the war, we had in my area the Willow Run bomber plant populated with women. Rosie the Riveter, some of you are old enough to remember, was a symbol. We brought all the women in and did the war work, and then we said, "Now go back home," when it was over, and most of them did. But the women coming into the work force now are not coming in temporarily, they are coming in with a lifetime of work ahead of them, and they are going to have to be prepared better than we prepared them in the past.

It also tells us that part of that 80 percent will be not only women, but there will be minorities, immigrants, and persons with disabilities. That is how you really get the 80 percent, add those other categories to it.

Now we ask them, "Who was entering school in 1986?" and here is what they told us. Of all the children in all the public schools in this country who entered in the fall of 1986, 25 percent of those children came from poverty families, 14 percent of them were children of teenage mothers, 15 percent were physically or mentally handicapped, 15 percent were immigrants who spoke a language other than English, 14 percent were children of unmarried parents, 40 percent will live in a broken home before they reach 18, and 10 percent of them had either poorly educated or illiterate parents.

Now that is not a theoretical cohort, that is the raw material that is now coming through the pipeline that will be the work force in just a few years down the road. During the decade of the nineties, they will start hitting the work force.

Then we look at what happens to people with those characteristics the way we are doing things now, and we realize that American industry, to be competitive, is going to be hard pressed to find trained people.

I take a great deal of pleasure in hearing Mr. Kolberg zero in on a "2 plus 2". I think that is a very small but at least progressive approach to an area that we haven't focused on in the past. It won't do it by itself, but it is one of the pieces.

Yesterday, I talked to the Business Round Table about my plant closing legislation, which does not make me particularly popular with any of the business groups, but before I was finished I was invited by the Education Committee to come back and talk about "2 plus 2". Their Education Committee has taken an interest.

If we can get people like your association and that association to join with the School Boards Association and the others, now the Federation—this is the first time I have known publicly that you were supporting the concept. Obviously, because of my labor record, you will get blamed for it, and you are the ones that had me do it.

But the fact is that this is one, it seems, that a whole lot of diverse interests can work on, because our enlightened self-interest ought to tell us that you don't have to be a bleeding-heart liberal worrying about these people from the standpoint of the problems they have. If you are only worried about whether this is going to be a strong economy and a strong country in the next decade, you had better start worrying about who is going to make it that way.

I am not too worried that we will have enough graduates of the traditional four-year colleges to fill our academic needs. There are plenty of people who will percolate up through the system, no matter how badly we mess it up, to do that. We will even get enough engineers and rocket scientists. I don't think we are going to fall on our face because we haven't got enough engineers and rocket scientists, I think we are going to fall on our face if we haven't got enough people who can talk to machines and make those machines talk to other machines.

In my area, I see people who spend a lifetime, a working lifetime, learning to be first-class machinists only to become redundant in the era of robotics until we utilize the resources of local community colleges—in this case, General Motors at their transmission plant in my district. They came to the very wise conclusion that it was easier to take somebody who was a machinist and knew what the machine did to metal and make them literate in terms of today's way of running machinery than it was to do it the other way around, get computer operators and try to turn them into machinists. This has been an ongoing program for several years that has, by now, pretty nearly retrained the whole work force of a relatively sophisticated manufacturing process in the old days, even more sophisticated today, and it works.

The "2 plus 2" plan is not a new idea, and it is not even mine, but it is something that has been developed in my State, I think in ten locations now, and they have reached around and scratched up the money and the support. Interestingly, it is not happening in the metropolitan area that I am in near Detroit. The programs are in place out around the State in smaller job market areas where there appears to be a better tradition of cooperation between the community colleges and the high schools and the local business community, and they are all involved. I have not met a person involved with it out there who isn't enthusiastic about it. This is not something that relates to great movers and shakers in the political structure, it is plain common sense being exercised at the local level.

I don't think we have to spend a whole lot of Federal money, nor do I think we will get a whole lot of Federal money, to spread that idea around the country, because I think they will use their own ingenuity.

Having said that, I have to say, Mr. Kolberg, that I am a little worried when I hear you use the term "block grant," because in my years on this committee I have watched the evolution of how we have approached vocational education, and I remember in the late sixties we were still struggling with the problem of vocational education traditionalists who had titles of courses: home-making, wood shop, metal shop, these neat little categories that they had always used. The level of sophistication in my industrial area was, you passed Wood Shop if you made successfully a door stop. There wasn't a factory in my area that needed those skills.

Most of the kids coming out of high schools in my area thought that they knew something about machines because they used a manual drill press, and the only place they would find one of those in a factory of my time, even when I was in a factory going to college, would be in a tool crib. Nobody was making anything with tools like that. It was pretty primitive. And it was very difficult for the people who were looking down the road to the future to get any help.

It was on this committee that a Congressman from the State of Washington, who represented the area where Boeing was, resented the fact that the whole pattern of vocational education in that State was concentrated on agricultural vocational education for eastern Washington. They had the biggest aircraft manufacturer in the world in the State, and they weren't teaching anybody how to get entry-level jobs with that manufacturing. They were still thinking of themselves as an agricultural State.

So we spent a number of years trying to nudge that local wisdom toward the idea that you shouldn't respond to the most dominant economic interest in your State and decide that is whom you want to train people for. We used a number of incentives in the Federal legislation to push away from that.

So I have great confidence in the ingenuity of educators. In my State they have done it on their own very well and given us a sample we can point to and say this idea that is new is working. I am a little bit afraid of going too far in the direction of saying, "Let's just do what traditional vocational education people think vocational education is." Somehow, you have to get them talking to businessmen who will shake them up by telling them, "This is not what we need; this is not the kind of person we need; this person is not even ready for us to train in our own business."

I have vocational schools in my district that are very successfully training directly into positions with major companies. They are doing that because they are working together, and the curriculum is not being designed by somebody sitting in a back room with a computer and three courses from a teacher's college. They are talking to people in the real world and developing very effective programs.

Finally, this question of the earmarking, it is a very problematical thing. The gentleman from California talked about it, and I don't want to take more time right now; maybe we can get back to it.

We had the GAO in here the other day, and we found out that your State, sir, does the worst job in the country of targeting the money. We found out that you put all the money in the wealthiest school districts—not all of it, but the bulk of it.

Interestingly, under the same rules that we now have in the bill for concentration of funds in economically disadvantaged areas, using the same rules, New Jersey puts the overwhelming majority of its money in a few school districts, California spreads it around, and it ends up that 60 percent of the money goes to the wealthiest of the school districts.

I am not blaming you for that, but the fact is that what we are calling now earmarking and targeting is so loose and ineffectual that you can get the statistical figures from GAO's study that shows this kind of a swing, and in between you get variations; you get a State like Maryland that is about 50/50.

Obviously, none of us intended to get either the California result or the New Jersey result entirely, but we are now taking a look at that to try to figure out how what we thought was targeting produces that kind of result. So we will, indeed, be looking at it.

The definition of "economically disadvantaged" has been messed up a little bit by the regulations that the Department wrote over there. Maybe we can clean that up. But the fact remains that it is possible to play with the formula, not for any invidious reasons but because of a bias of a particular area or philosophy, and end up with that kind of a result.

That means that we are kidding the groups that lobby so hard for the set-aside into believing the money is being used for those purposes, and the GAO study indicates to us that while we say we are putting x percent here and x percent there, it is not turning out that way.

That means I have to be prepared to defend the x percent, and I am not prepared to defend it because members of this committee on this side of the Capitol have generally fought very strongly to free up as much of the money from those strings as possible, and generally what we get from the other side is all the money tied up.

We started out here in the sixties with only 10 percent of the money earmarked, and now we are at about 57 percent, and had we taken the Senate bill the last time, it probably would have been about 75 percent. There would have been nothing left for anybody to exercise any ingenuity with.

These are conflicting kinds of concerns that we have to deal with as political problems here, and I appreciate having you raise them in this record because it gives emphasis to the idea that we are going to have to find a better answer than we have now.

Mr. McCabe. When you mix the words "educationally disadvantaged" into the formula with the economically disadvantaged, you create a problem. We do think, however, that if you can adjust your formulas to drive the money to the local districts on a per capita basis, you will certainly resolve some of these inequities that do exist.

Mr. Ford. Well, if we do anything on a per capita basis in California, we spread it so thin that nobody gets anything. That is the problem. We are only dealing with a small part. We have to use our money in a carrot-and-stick sort of way, because it is only a small part. We provide enough gas to start the engine and get the car off the assembly line, and then somebody else has to stop at the gas station and fill it up. We have very little money in an area like this, if we just spread it around. There will be so little per child that it won't go anyplace, it won't do anything.

Mr. McCabe. I would have to differ with you, sir. We have a district in California that has 19 vocational students. We have another one that has 96,000 vocational students. It is my thesis that the child in the district with 19, the individual child, is as important as an individual child in the district with 96,000 and that they should be supported per student by the same amount of Federal funds. If not, then you create an inequity.

The advantage the large district has, it can combine its funds from each of these individual students and have a lot more to work with.

But the question that we are raising is an equity question about what is the intent for the individual person, and this has got addressed nationally and other ways with the one man/one vote decision, and does this extend to vocational education? is the question that we are raising.

Mr. Ford. Thank you.

Mr. Goodling.

Mr. Goodling. As I understand the problem in California, you have very innovative and creative administrators who classify large numbers of students as educationally disadvantaged, and they get a large portion of the funds. On the other hand you have other school districts which have a large number of economically disadvantaged, and unfortunately they weren't as creative and they didn't get the money. As much as I don't want to dwell on that issue, I'm still concerned about how we will solve that.

What I want to zero in on, is, as I have said all over the country, that this is going to be the most important, perhaps the most difficult, reauthorization we are going to have. We cannot sell to Members of Congress any longer the idea that we are just going to continue to do the same as we have always done; they just won't buy that, and for good reason.

Now I was happy to hear Mr. Cole talk about innovative ideas. I was very interested in the articulation idea. Mr. Kolberg talked about innovative ideas, Mr. Pucciano talked about innovative ideas. In Mr. Cole's testimony, on the other hand, however, you also talk about the importance of those set-asides.

I don't know how we do the creative, innovative kind of things that have to be done if we can't do something about set-asides, because, as you remember, in the last reauthorization we had a great opportunity probably to get more money for the program, but by the time we finished the markup we had set-asides totaling more than 100 percent. By the time we got to the end of the markup, we added to the bill section 3 where we thought we could go out and get additional money, to show our members all the new, creative, innovative things that were going to be done.

Well, when the morning came to mark up, something fell apart somewhere during the night, and we lost that title, because most people were just happy to take their set-aside.

Now the GAO report, or one of the reports, indicated that in some places—in one school district, I believe their grant was $1.74. Now that is a great use of scarce Federal dollars. For the local LEA, the average grant was $8,000. I don't know what we can do if we don't do something with the set-aside situation if, as a matter of fact, we are going to do something new, creative, and innovative.

I'm asking you, what do we do? You are saying you want to be innovative, creative, et cetera, et cetera, but we still have so much of the money being driven to set-asides. As the chairman said, the Senate bill would have taken us even further down that road.

Mr. Cole. Let me take a whack at that, if I might, Congressman.

There is no doubt that we need flexibility in the set-asides. The problem has been that there has been no flexibility, and that is why you get your $1.75 kind of thing. I don't think, however, that those are incompatible or mutually exclusive of meeting innovative needs.

We know, going back to Mr. Ford's concern, one of the things we found in Hartford, for example, we were very distressed when a drill press broke down at Hartford State Technical College three years ago and it was acquired by a machine tool museum in Vermont, to give you some idea of what the problem was there.

There is no question that we need to look at innovation, and the question is, how do we do that? We have to have some language in the legislation that very specifically addresses it. That is why I would argue for the position that we have made. We have not dealt with glittering generalities in our proposal. If you look at it carefully, it is very specifically tied in to promote innovation and through concepts of articulation, and not just articulation, secondary, postsecondary, but obviously through academic, and vocational, and with the business community, and so on.

There is no question that we need to look at a new agenda for vocational education that is going to prepare workers—students and adults—for the changing nature of work in the future.

There is a brilliant book by Shoshana Zuboff called The Age of The Machine. She is a professor at Harvard. If you want a glimpse into what the world of work is going to look like in the future and the changing nature of it, it is just a brilliant book. It really talks about the ability of people to manage symbols and all the introduction of technology into the workplace and so forth.

Our educational system and the education reform system has to be able to do that. Now how do we do it? Well, we don't do more of the same. The current educational system is really based on an outmoded model, essentially a factory model, for educating people for the world of the thirties, and the forties, and the fifties. We need to do some things differently. How do we do that? We need to fundamentally restructure the entire American educational system.

Now the AFT has done a lot of work on that. Al Shanker has written and talked a lot about that. The problem is that we haven't looked at how we connect vocational education within that. Essentially, what we have done is say, we have got to raise academic standards, and we are in favor of that, but it is no good to raise the bar on the high jump and not give people a better or different way to jump over those higher standards.

If we look at the strength of vocational education in this, there is a lot of research now that talks about viewing the student not as the product but the student as a worker and that there are a number of good ways that we now know for children to learn better, and it is through the concept of applied academics, that students learn very well in ways other than a seat-time and a didactic chalk and talk kind of arrangement. We are looking at using the models of that educational process in the academic arena now.

So the irony of it all is where vocational education, in fact, has been the stepchild, and we need to raise academic standards. It seems to me that there is a body of research that is now unfolding that says that the way that we have and do teach vocational education has particular value for the way that we can teach students in an academic setting.

Mr. GOODLING. Getting back to my point, you see, you ask for another 15 percent set-aside. Now you have taken us up to 72 percent.

Mr. Cole. I don't think we view this as a set-aside in the historical description of a set-aside.

Mr. Goodling. Well, you said set aside 15 percent.

Mr. Cole. It may be a designation or a different term. The intent of it is not the same set-aside process——

Mr. Goodling. Where do we take the 15 percent from?

Mr. Cole. This is out of the part B monies, which is already there. It is not inconsistent. In fact, one could argue that what we are talking about can already be done within that framework and, in fact, is being done in some instances.

What we need to do is to ensure that what the Federal role in vocational education is, is, in fact, to try to drive the kind of articulation and innovation we are talking about and not let it happen on an ad hoc or happenstance basis, as it happens now, and some places very well.

The only way we are going to do that is to take this amount of money, which we would think would only be about $50 million at current levels, and to provide some incentives on a competitive basis at the local level for people to think how can we, in fact, better infuse and improve the relationship between academic and vocational education, between secondary and postsecondary, and get some of the best minds that are going on out there to be able to do that, and then use those for models, which is, in a large sense, what the Federal role is, so that we can see some very successful ways to do that.

Mr. Goodling. I agree with all of that. I still contend that we are talking about set-asides, which makes it difficult for us to do the very kind of thing that you are talking about and that I think we have to do when the studies also indicate that a great deal of that set-aside money goes for ancillary services. I don't know how you can justify that, given what the studies indicate.

Mr. Cole. If we accept the premise of our paper, and that is the various kinds of articulation that we are talking about are important, are in fact needed in a time of limited resources, if not dwindling resources, it is not good enough just for us to put into legislation that those things ought to be done. There has got to be some incentive for people to do that, and that is why we look at that.

Now we are open to discussion as to how to make sure the goals are accomplished. Our first goals are really involved in the articulation concepts we are talking about. If there is an alternative model that any member of the committee or any of our colleagues in the field can come up with to accomplish that same goal, we are certainly willing to look at that. But we think at least from the starting point that this is probably a very specific way to at least get these on the table.

Mr. Goodling. I have a lot of other questions for the other people, but at this point we are going to lose all the other Members, if I continue. I'll try to ask my other questions during the second round.

Mr. Ford. Mrs. Unsoeld.

Mrs. Unsoeld. No questions, Mr. Chairman.

Mr. Ford. Mr. Grandy.

Mr. Grandy. Thank you, Mr. Chairman.

Gentlemen, I would like to talk a little bit about what you see as the function of our vocational infrastructure as it regards the whole idea, not so much of technical education, vocational education, but continuing education. The Department of Labor assumes that you will probably change jobs six times in your lifetime, which means that there is going to be an ongoing commitment to education which individuals and communities will have to make.

So as we look at vocational education, we are looking at something that is constantly going to have to be redefining itself and deploying dollars creatively over time.

Now if you are a large employer in a community, large or small, you are going to have a vested interest in investing in the local vocational facility, whether it is a community college or for profit, whatever, to keep replenishing your work force and keeping those skills current.

But I would be curious, and I guess I would begin my questioning to you, Mr. Kolberg. What does a small business do in a small community that is trying to get on the cutting edge of technology and responding to workplace demands and technological transfer, all of the things that we talk about in this committee? What are they going to be able to do? How do they plug themselves into the system, and where does the Federal Government become a partner with them?

Mr. KOLBERG. Mr. Grandy, first I would say that the chairman's statement of the situation we are in is exactly correct, and I think you are expanding on that same statement, that same understanding of the work force of the future.

Let me begin by saying that, first of all, as you can tell from my comments, I am very concerned about basic skills and basic literacy. We drop out a million kids, we graduate another million that read at about the fifth or seventh grade level; that is unacceptable. No small business or any business can deal with people like that.

So I would say to the small business person—and we say that all the time—our first and most important job now in the National Alliance of Business is to say to all business people we have got to do this job right the first time. We can't do it through JTPA or Second Chance programs at all. Our schools are failing. It is the single most important domestic problem we have in the United States, and business people can no longer stand by. You have got to go to work and fix the public schools with the education establishment, not throw rocks at them.

So I would say first of all, let's do the first 12 years so that almost everyone graduates in every community. My community with its small business, I want everyone to graduate from school with basic literacy and with basic skills so I can train them in my shop, if that is what I want to do.

Now if I am a high-tech small business, most communities these days have a community or junior college. There are 1,200 of them. Also, my friend from the proprietary schools, if you add those in, my community has an ability to do technical education for me, or for my company, or for a consortium of companies like mine, and my job is to go to that publicly-supported institution and say, "We want to work together. I can tell you what kind of trained people I need. I can tell you the skill levels I need. You and I can work together. I can even perhaps share in the cost of what you are going to do, but you need to develop now the ability to help me get trained workers in the future."

That is a very general response, Mr. Grandy, but it seems to me there are some general principles involved there.

Mr. **Grandy**. Obviously, we are talking about diversity of skills in the workplace, but we are also talking about uniformity of need for an educated, continuously skilled and reskilled work force in any given community.

Mr. **Kolberg**. Exactly.

Mr. **Grandy**. I haven't heard you specifically say that, but I would toss out the idea. To what extent does the private sector have to get involved to help endow or in any sense underwrite some of the institutions that you people represent to provide that that community need is met constantly over the changes in the next 30 or 40 years?

In other words, it may be that businesses would have to band together, particularly in smaller communities, to make sure that there is enough money either matching the Federal Government or in some cases perhaps exceeding the Federal Government's commitment, State government's commitment, to provide those training crucibles, regardless of what the individual manufacturer or retail need might be.

Mr. **Kolberg**. You are exactly right. That is exactly what is going to need to happen. We talk about 23 million functionally illiterate adults. They are already working, most of them, and they are working in the small businesses you are talking about. So there needs to be an ability to bring them up to standard.

So what small businesses need to do—and it will become clearer, I think as we go along—the community and junior colleges that belong to States and localities, those 1,200 institutions—and we need more of them—are going to become in the future—and they are now in many communities—but are going to become in the future the technical training institutions of choice, and businesses are going to get used to working with them on a curricular basis, on a sharing of cost basis, as you suggest they need to, sharing some of the costs so it isn't just public dollars that are going into those institutions, and I think the chairman was suggesting, and I certainly know, that at some of the junior colleges, community colleges, in Michigan, that exact thing goes along. Small businesses get together and work out curricula, work out arrangements, make funds, and make instructors and other resources available as the publicly supported institutions make their public supported resources available.

I think, Mr. Grandy, you are suggesting the direction that I trust all of us would agree on that we need to follow over the next few years. The chairman, again, is absolutely right. We don't need to wait until the year 2000; the problems are on us right now, and we need to get on with it.

Mr. **Grandy**. We have talked about incentives here this morning. Should we be talking about incentives or competitions where we ask institution to require, if they are going to underwrite a school or a curriculum, requiring the school to produce the students who will be proficient in these new competencies—in other words, hold their feet to the fire a little bit?

Mr. **Kolberg**. Absolutely. I was delighted to hear what my colleague from OTA had to say. I think that a mix of the placement standards and those sorts of things as well as the competency standards are exactly what we ought to be looking for, but certainly we ought to begin to look for a bottom line measure so that businesses as well as the young people themselves are assured that, in fact, the education training they are getting is quality. We certainly need to do that, and I would say we have begun but only barely begun in a number of areas.

Mr. **Pucciano**. Mr. Grandy, may I respond to that issue as well?

Mr. **Grandy**. Sure, Mr. Pucciano. Go ahead.

Mr. **Pucciano**. I think Mr. Kolberg has addressed some of the needs, but one of the realities of at least our sector of postsecondary education is responsiveness to the marketplace. If we don't provide what business and industry want, we don't survive. Our students must be placed, our students must be accepted, and industry must be satisfied with the product that they are getting out of our institutions. We don't stay around if we don't produce.

So I suggest that one of the things we need to look at is the marketplace. Very successful community colleges are now replicating private career education and being responsive to the marketplace in the way they are doing. Those community colleges that are growing quickly are those that are responding as if they were proprietary institutions and not tax supported as they are.

Second, I think to address the broader question, we need to redefine vocational education at the K-12 level. It needs to be broader, it needs to have greater academic content, and it needs to make sure that students who are graduating out of high school have the academic competencies so that they can embark upon this lifetime of learning, which each and every one of us is going to have to do.

Third, I will sound like a broken record throughout this hearing, but performance standards are absolutely essential for any postsecondary institution that is involved in producing workers for the Nation's work force.

Mr. **Cole**. It seems to me, if I just might, that the determination for that is one that has to be done locally. In other words, the people in the area know what the needs are. It may be a major manufacturing company, it may be a number of small businesses, it may be a mix. There is no question that the small businesses need this more than others.

I would not argue that it is the role of the American corporate community, however, to fund the public schools. There could be certain kinds of relationships and partnerships that would be helpful. That is really the responsibility of the taxpayer.

What we need locally, however, I think, is to identify a continuum of skills that are out there from basic, to transferable, to job specific, and so forth. Then we need to make sure that there is access for any student at any level. A student I would define not only as a secondary student but maybe an adult student, maybe somebody who has been a displaced worker from the corporation.

So if we can decide locally what the continuum is and that if a secondary, or secondary vocational school, or postsecondary community college has a program that is well articulated, the skill level of a 16-year-old, and the skill level of a dropped-out 19-year-old, and the skill level of a laid-off 48-year-old steel worker might be the same.

So what we need to do is to make sure that that worker is able to access the system where the system will respond to their skill levels where they are. That might mean that the 48-year-old dislocated steel worker might be in a secondary vocational school next to a student if that is what their skill level is. So that needs to be a coordinated program, and we need to eliminate the barriers so that kind of thing is accessible.

Mr. **Grandy**. I think I agree with you, Mr. Cole. I just want to make one point. I realize we have a certain state of the art for judging academic competency. Industrial, technical, occupational competency is something else which, I think, as you properly have said, is defined at the local level, which, to me, I think is something that is a very worthwhile endeavor and investment for local businesses.

In my particular State right now, the buzz word is economic development. The crucibles of economic development are fast becoming community colleges, because they are providing the training and the opportunities for businesses to invest, for manufacturing firms to relocate in the State, by providing training. I think that is an important investment.

But I think what we also are saying here is, we have to have maximum flexibility. In a sense, we have to form a trust between the Federal Government and the State or local facility to allow them to maximize and define what that industrial competency is going to be, because it will vary, as you very properly have said.

Mr. **Cole**. How do we deliver that? So the fact is, in New York, we have just done a study, and I chaired a task force for the New York State Board of Regents on looking on what we call our BOCES, or our secondary area vocational schools. We said, well, should we require all of those secondary schools to do certain kinds of things in vocational training and the postsecondary to do others?

Our decision was, no, we shouldn't? Why? Because what we found was, because the delivery systems in Long Island met the needs, far different from, say, upstate New York, and we found some of those secondary vocational schools providing excellent training programs that were also done very similarly in a different part of the State by a community college and vice versa.

So we said it is not up to us to determine what is the most effective delivery system, whether it is traditionally secondary or postsecondary, that ought to be done within the region, but, within that region, it ought to be one that is well articulated so that you don't have one where you fall through the gaps and there it is not meeting the needs or where there is unnecessary duplication.

Mr. **Grandy**. But it sounds like we are saying the same thing, perhaps, with different words, arguing for decentralization but a strong local focus and a coordinated program.

Mr. Chairman, I have another round of questions which I will reserve until the next round. Thank you.

Mr. **Ford**. Mr. Rahall.

Mr. **Rahall**. No questions, Mr. Chairman.

Mr. Ford. Mr. Smith.

Mr. Smith. I have a question, Mr. Chairman.

I want to address my question to Mr. Cole, and I want to build on what I have understood both our chairman and the ranking Member, Mr. Goodling, to have said and, to a large extent, what Mr. Grandy has been talking about.

When I think of vocational education at this point, in an attempt to get beyond the labels and beyond the question of set-asides, I have asked myself the question, how are we doing in terms of moving young people, but any person, from learning to work, from school to work? How are we doing in that transition?

I think even the most charitable analysis is that the results are mixed, and that is pushing it, not because a lot of good people aren't trying and not because we are not spending a lot of money, but the results are mixed.

The reason I like to put it that way, sir, is because it gets me away from the institutional structures that we have and focuses on the point of the whole thing, which is people being able to assume work responsibilities in a competent and responsible way, personally, and professionally, and technically. Then the question of how we arrange our resources to make that happen becomes a logical question.

We have all observed that people who don't go to postsecondary education are under-resourced and undervalued. There is a new report, we have all seen it, and I think we all knew it, and I think all of you have suggested that we need to restructure for higher performance, that there has to be a way that we allow schools in partnership with businesses and colleges—and I am supporting the chairman's "2 plus 2" idea because it works; he is a brilliant man, and it is going to be a good piece of legislation.

Why wouldn't we, rather than arguing about set-asides, you know, and getting into that thicket, why wouldn't we make a proposition now to get at the question of restructuring for higher performance and bringing the appropriate players to the table to do that in each community based on that community's needs?

We say to all the States and all the schools, "If you like the way you are doing, then go right ahead and keep on doing it; fill out the forms; wrestle for the 2 percent, the 6 percent, the 15 percent, the 22 percent; just go right on ahead, and have the future that you will get."

Then we say to those States, and specifically communities and school districts within those States that aren't satisfied with either the regulatory burden or the inability that they have to serve students, we say, "Look, if you'd like to write a plan that will guarantee your commitment to achieve and be held accountable for higher performance, higher outcomes on the part of all students, in return for that, the Federal and the State money that comes to you under this program, and possibly other programs, will come string free, without strings. In other words, you will commit to do a better job to meet the legal requirement of the act that we are talking about, and to be held accountable for that, in return for which we will give you a year or a year and a half to plan, a little money to do it, to get the best information and the best models, in return for which we will give you the flexibility to take the resources at hand, make the deals that you think you need to make to go out and do a better job for those students." That is the trust agreement, in a sense, or my articulation of the trust agreement.

I can imagine out of that the vocational analogy or parallel to the Minnesota program for high school seniors and juniors who have finished their college preparation work and are now able to go to college or go into other learning situations.

The interesting thing to me is, what is the vocational analogy? We don't have one, because vocational education generally, by definition, isn't over until it's over. You know, it's over when you graduate. I think we can do better than that.

So my question is, how would that kind of a circuit breaker or trust agreement, performance in return for flexibility, the laws obeyed, State and Federal money are both packaged that way, three to a five-year time period—a year to plan and three to five years to go out and perform—how would that strike you?

Mr. Cole. Well, I certainly wouldn't reject that out of hand.

I don't want the committee to get tied up in the term "set-aside." What we are looking for are incentives that promote coordination and articulation and not incentives in the legislation where we get people sitting at this table or elsewhere that want their piece of the pie and it hinders cooperation and coordination.

Whatever mechanism we can come up with in the legislation that will get people in a local community to understand what the needs of that community or broadly in the State are, or what they could be with a trained work force, and to make sure that the students that come out of that system at whatever age are trained in a way that the resources are not squandered, and where there is not duplication, and where there is not unnecessary competition—a little bit of competition might be good—or where you have systems that have just answered to training people for the past and not at all been sensitive to what the labor market is out there, if people aren't encouraged in some way that is tangible to get together and work together, they are not going to do it, because they are going to go out, a community college, if they are FTE driven, and they can do certain kinds of things, and there is no incentive for them to work with the secondary vocational school. They are not going to do it, in fact, don't do it in many cases, even though there are excellent models where they do.

So the real nut is then, what is it? what are the incentives that we can build into Federal legislation, which is the role of Federal legislation, to drive that coordination, that will do it? Our best thinking is what we talked about, the 15 percent. If there is a different way to do it which doesn't deal with that but will accomplish the same goal, I think we would very much like to talk about that.

Mr. Smith. I should say, parenthetically, some of this thinking in my mind was generated by your boss, Albert Shanker, whom I consider to be one of the great educational leaders in this country today. He has generated, I think, an enormous amount of controversy but good thought along the idea that the incentive is that you finally say to teachers, and parents, and school administrators, and school boards, "We are going to give you the resources and the flexibility to do the job that sits in front of you every day the way you think it can be done best," and teachers in Vermont and the administrators tell me that is the one thing they don't have, the flexibility to make the deals, construct the curriculum, structure the time, make the relationships to be successful with students.

Mr. **Cole**. Yes. If you look at some of the examples that we suggest in our paper, our proposal is designed exactly to do that, and to empower teachers, and to drive this at the local level, but there have got to be incentives to do it.

Mr. **Smith**. In the interests of time, because I know there are other questions, let me just say, why not, for the district that wants to do that, give them 100 percent instead of 15 percent, and for the district that doesn't, let them fight over the 15?

Mr. **Cole**. We are certainly willing to talk about that.

Mr. **Smith**. Okay.

Thank you, Mr. Chairman.

Mr. **Ford**. Thank you.

I was a little confused by that exchange, because you seem to indicate that we have to change the law in some way to permit articulation.

Mr. **Cole**. No—to drive it, not permit it. I think it is permitted now under the legislation. We need a way to encourage it more.

Mr. **Ford**. I was afraid that the people in my district were going to have an audit.

The other thing that you mentioned was the traditional student being side by side with the displaced, I think you said steel worker. That very commonly is happening in my area, and the way in which they have reached it is to combine their adult education money with their vocational education money. The State then says to them, "You must have 20 percent of the students beyond 18 years old, beyond the attendance age."

Mr. **Cole**. Yes. We need to look at how we can use the dollars under Perkins to also leverage access to all the other monies that are out there so that we have a coordinated system so that adults and others can access the system that we provide.

Mr. **Ford**. Are you being told by school administrators that they can't do that now?

Mr. **Cole**. No. I think what we are saying is, there is not much incentive to do that now. There have to be some incentives. In some places, they are doing it, and doing it very well, but it is too few.

Mr. **Ford**. It is turf.

Mr. **Cole**. In many areas it is, yes.

Mr. **Ford**. I understand that. I am a full committee chairman as well as a member of this committee, and turf frequently becomes more important than the substance.

Does anyone else on the committee have a question?

Yes, Mr. Goodling.

Mr. **Goodling**. Mr. Feuer, my question is, do we have any real tools to measure competency within areas of employment that are any good? I guess I have some real concerns, not with measuring competency in areas of employment or in areas of study dealing with employment but I do have some concern that, coupled with all of these educational reforms that have been taking place, we seem to have an increased dropout rate. I think we need to find out whether there is any connection between the two.

My question to you then is, do we have any good measuring sticks when it comes to competencies and the relationship to being trained for the job and when you are on the job?

Mr. **Feuer**. We have more and more in the way of good measurement techniques that have been developed by States, or by consortia of States, and what we found is that there is a continuum of testing out there. Some tests are actually highly specified with respect to the content of courses that are being measured. They take into account the advice of local business leaders and people involved on the job so that what is being tested actually is a measure of what is going on in the labor force.

Mr. **Goodling**. Are you looking at whether there is a correlation between all of these reform movements and dropouts?

Mr. **Feuer**. We did not look at that in detail. There is some research under way now; in fact, one study that I believe looked at some districts in California, in which that specific question was raised, I would say the verdict is not quite in on that. But there certainly is a growing consensus that there is some relationship between the quality of vocational training in schools and the dropout rate.

One need only look at the number of students enrolled in various types of vocational courses to get at least an initial sense of what would they do if those courses weren't there, and there is a sense that they might be the ones prone to dropping out. This is a difficult question to measure, as I am sure you understand.

Mr. **Goodling**. Mr. Pucciano, I want to help you do what Mr. Ford has asked you to do, because I think your institutions are doing an outstanding job. We ask you to do almost the impossible, and we get very upset when you don't, and yet we know you have to do the impossible if we are going to have the work force that is going to be needed and is needed at the present time, as a matter of fact. So whatever we can do to help you get the material you need to get and the arguments you need to get to take to Mr. Ford, I would be happy to help you develop those.

Mr. **Pucciano**. Thank you.

Mr. **Goodling**. I may not have the expertise, but I will certainly try.

Mr. **Pucciano**. I appreciate that.

May I respond to the question about testing and assessment?

Mr. **Goodling**. Yes.

Mr. **Pucciano**. This is really based on my experience at the Department of Education. There were a number of performance-based competency testing modules developed by the National Center for Research in vocational education at Ohio State when it had the grant that is currently available for testing.

But the question about vocational education and dropouts: while many people, me included, sense intuitively that vocational education can be a dropout preventative, there really isn't any hard data to support that, and I think primarily because vocational education comes too late in the curriculum. Generally, intensive vocational education doesn't happen until the eleventh grade. By that time, those who are going to drop out have already made up their minds to drop out.

One of the reforms that I have suggested, or the redefinition, really kind of expands that whole role of vocational education and changes it around at the K-12 level to reach out to more kids, with a strong academic content, more generalized occupational education, and moving that further down into the curriculum into the elementary and middle school levels—begin to provide young people early on with the ability to understand the world of work.

Mr. Smith asked about transitions. The way you accomplish transitions is, early on, getting people to begin to think about transitions, providing them with the knowledge base so that they can start to set some goals, understand the world of work, understand the values of the workplace, and begin to determine for themselves which directions they want to go in.

Mr. GOODLING. I agree. Every time we have reauthorized anything that has counseling in it in any way, shape, or form, I have always indicated that what we really have to do to be successful is to send those counselors for six months or a year out into the private sector. They are college graduates; that is what they know best; that is where they know where their best counseling comes, and they haven't had that much experience in dealing with the rest of the world that is out there, which is where more than 50 percent of the students that they are going to be dealing with will end up.

So there is no question, we are not going to prevent dropouts starting in the tenth, eleventh, or twelfth grade.

Mr. PUCCIANO. I have a further suggestion on measurement. AICS' accrediting commission, next week, as a matter of fact, is meeting, the first committee meeting on developing outcomes measurement as a standard for accreditation, and has two outside people who are very competent and well respected in the field of vocational education in outcomes measurement.

But one of the things we are looking at is a model that now exists in Great Britain where chambers of commerce provide the competency testing on occupational skills, and we are beginning to explore that possibility, because there are very few towns and cities in this Nation that do not have a chamber of commerce that could become the vehicle for measuring the competencies of graduates of postsecondary vocational education training programs.

Mr. GOODLING. I guess one last question, Mr. Cole: teacher certification in relationship to this whole thing, where do we have to take another look, a closer look, at certification if we are going to make changes?

Mr. COLE. Yes. There is no question about it. In fact, we are going to be facing in vocational education over the next five or ten years massive retirements, and there are not people to come in who are qualified, nor are they training to be qualified, and certification is one part, but a very important part, of that. It is a very broad issue that really needs our best thinking. It is not something we can come up with a quick answer on. It is really essentially a State issue, though, not a Federal issue.

Mr. FORD. I would observe that Mr. Chandler, a former member of this committee, who has now come on my other committee, sold us during the last higher education reauthorization a mid-career change idea, to encourage our teachers' colleges, to put in place a short-time program that would take somebody with years of experience in a particular field, who decided they had reached a stage in their life where they would like to pass some of this knowledge on as a teacher, to run them through a fast program and meet the requirements of the State for certification. Some States have taken advantage of it. The State of Washington was already doing it when Rod brought it to us, and it shows some promise.

When we discussed it at that time, we kept talking about how we could capture physicists, and engineers, and mathematicians, and so on. But we had experience with the Job Corps—and I want to get back to Mr. Feuer with this one—where we discovered, because we weren't hung up with teacher certification, we could have somebody teaching such things as transmission rebuilding, who had 20 years in a downtown garage rebuilding transmissions. He didn't know a thing about grading, and taking attendance, and other things that you learn in teachers' colleges, but he knew transmissions.

It occurred to me during the long years of fights to protect that program that the reason we were able to do that is that we didn't run it through the education system, and that was part of the problem that we had. Vocational education does fall into the regular system, and the question of what it takes to teach is being addressed, it seems to me, wrongly. They take the teachers in place and try to devise a test to find out whether they are conversant with the material rather than going the other way around and finding people who are conversant with the material, know what they are doing, and turn them into teachers.

Mr. Feuer, it seems to me there is a gold mine to be mined out there. In the seventies, in the early seventies in particular, the Nixon administration decided that the Job Corps wasn't working. So we had contracts out all over this country to study the effectiveness of vocational training in the Job Corps.

I saw something very familiar here when I got to this point where you said that job placement, wage rates, earnings, and employment of students who complete defined courses of vocational study can provide important clues to program quality. We were dealing with something different in the Job Corps; we were dealing with people in abject poverty, removing them in most instances from their environment, putting them on abandoned Army bases, and teaching them a variety of vocations, but, in the process, they were learning a whole lot of other things, like showing up for work on time and so on.

What we discovered was that the people who tried to measure the success would come up with things like only x percent of the people who took a particular vocational course ended up getting a job with that. What we thought was important was what percentage of the people who completed the course got some kind of a job.

This is a biased personal view I have, but we had a witness the other day that said that if there wasn't a correlation between the career you ended up with and the vocational training, it was a failure. I spent a year in the Henry Ford Trade School, which was then a part of the Ford Motor Company, and was able to do engineering work on the basis of that freshman high school year equal to or better than most of the people I was in the program with in an officer training program in college. I have been using what they taught me in that year all my life, and somehow it struck me that we miss the boat when we suggest that learning is lost because you don't end up—if I had ended up as a tool and die maker, I guess that program would have been a success. I ended up as a lawyer instead, and now I know more about tool and die making than lawyers need.

But the thing that sort of frightens me when you look at these ways of measuring by the effect is that there are a lot of effects that result from things other than the program.

You did have a saving paragraph later when you said, however, "We don't know how to take into account the sociological and environmental reasons why a person will succeed or not succeed that go beyond their education and training."

The whole idea of trying to start a system of testing that has people rating programs in schools using any of the criteria that you have talked about here is frightening to me, because then we will have these people so tied up in showing success on these measurements that they will forget what they started to do. They will be like the fellow to starts out to drain the swamp and gets distracted by the alligators up to his tail. That is what happens.

Our experience with JTPA: some of us expressed these reservations when we put performance standards in JTPA. What the GAO and the audit of the inspector general of the Labor Department came to us with last fall is that that has encouraged people running the JTPA program to cream the population. In fact, by measuring placements, we find that for most of the people in some areas—not all—the incentive becomes, how do we get this person into a job? That is a good objective, but it misses the people that JTPA was intended to have recruited. They don't recruit problems, they recruit the probable successes, and that is one of the adverse effects that end result kind of testing and measurement as a performance standard gives you.

I wish you would give us the benefit of some examination by your people of anything you can find in that pile of studies that were made in Job Corps that indicates to you that there is, in fact, a way, without endangering the purposes of vocational education, of making such measurements.

I am really frightened when you say that you are going to do it by competency tests, which was your second shot, because we have been talking here, and the panel has been talking, about the need to get business directly involved. What I have seen is business directly involved to the extent of actually sitting down with the vocational school, helping them to design a specific curriculum, and then saying, "If you will train people so that you can certify that they have reached this level of competency in this operation, and then this level and this level, we will hire them."

One very large corporation hires virtually 100 percent of the graduates of one of these such programs in my district, unfortunately not in my State; they hire him for his State, Ohio. But, nevertheless, if you looked at them, it would give you a pretty good looking success rate. But that is because that program was designed to succeed with a business that had a direct interest in getting raw material trained up to a point where they feel they can take that raw material and now move it into a useful and productive person in their operation.

Right next to them, however, there would be people who are taking more generalized vocational education with no specific employer sitting out there waiting to get them when they leave. So it would give you a very uneven picture of whether that is a successful school. That school is so successful that people from all over the area call. It happens to have my name on it, so my office gets calls all the time from parents: "Can you get my kid into your school?" That's one of the problems of having people name something for you; people think that you have something to do with operating it.

It has been, in my view, a very successful operation, because it is dominated by programs such as I have described that are worked out with businesses, and there is a remarkable interaction between the business and the school district that sometimes results in what are almost permanent arrangements, permanent in the sense that they go on for several years.

The competency that that employer wants may be irrelevant to other employers, and you measure that student with some kind of a general competency test, and they are not going to score very well. They are going to score real well in what that curriculum was designed to enable them to do for that employer or that industry, if it is broader than a single employer.

I wonder if you could look at what we did and what a lot of people did and see if that tempers your idea about the probability that we can do better now than we did with all those years.

I don't know how much Federal money was spent trying to find a way to measure success, and nobody on this committee on either side of the aisle was ever convinced that they did it well or did it with enough validity to cause us to want to change policy. The program, in the meantime, was spending all of its time being interviewed by people who were trying to evaluate them and very little time trying to innovate, and modernize, and come up to date.

Some of the things that were done in Job Corps were remarkable successes, looking at it in a general sense of what happened to the people; some of them had been pretty miserable failures.

One study that comes quickly to mind is that, for some reason, the only people who would take Job Corps programs involving women were colleges, and we found out they turned out to be the most expensive and least effective programs that we had in the Job Corps. We found that the ones that were run by private industry—and there were very large companies that got into the Job Corps business and ran them for us on a cost-plus basis rather than a fixed cost—were costing us less and getting better results. Ultimately, we weaned them away, but we couldn't wean the women's programs away, because everybody was afraid to deal with a dormitory full of women.

Maybe times have changed in a decade so that that would no longer be the case if we tried to do it again, but there were all kinds of factors we ran into that had nothing to do with the quality of the educational program or anything else, that had more to do with all the pressures that are on the individuals involved, that we found we couldn't measure and we couldn't predict success or failure. We could predict failure if somebody left, but it wasn't until many years into the program that we went to find out why.

The Ford Motor Company had a program in Oklahoma, Philco Division. They had a lot of women in the program, and they would leave, go back home, and through the insistance of the ranking Republican on this committee there was an investigation conducted by committee staff. Then there was a follow-study that found out most of them were going home because they had little sisters and brothers that they were afraid were not being taken care of by a person who was not an attentive—that is the kindest way I can put it—parent, or caring parent, and they were worried about their siblings. They didn't leave because they didn't like the school; they didn't leave because they weren't profiting from it; they had other reasons. Nobody had ever bothered to find out what happened to them when they left, to go and ask them, "Why did you quit?" That ended up convincing us that we were fighting a very tough battle against a lot of forces that couldn't be measured by the quality of the teachers or instructors that we were putting in place.

I would hope that when you have something definitive that you want to suggest to us as a way in which to change this legislation, you are not going to start us repeating that experience, because I think on both sides of the aisle here you will find that we have a very healthy skepticism about what you can find out by testing people.

In your business, you people have tc believe, because it is a science with you, that testing produces valid results. We had the GAO indicate to us in the hearing the other day that they took a number of schools that had been engaged in what is called school reform, testing children before they graduate from high school, testing teachers, and they found out it was a wash. In some places, they found that the scores improved 4 percent. That was the maximum improvement they found, and the maximum deleterious effect they found was 4 percent. When you put them together, nothing has happened; we are just taking a lot of tests, and nothing has improved or worsened as a result of all that.

Politicians at the State level have been off on an adventure now for years: "Let's test kids before we give them a diploma, and let's test teachers before they teach next year, and if we test, we'll know something," and it would appear now that we don't know any more than we did before.

So I don't want to see our resources tied up in testing, and I don't want local people to be thinking about the tests that they have got to meet while they are trying to do the job. I think the test they have got to meet is whether they are satisfied that that person that they have got on their program is better equipped to be a taxpayer when they get through.

I am not trying to knock down the whole profession of testing but asking you to be real careful and have another look before you give a specific direction to go in and pursuing the idea of using performance testing or such things as wage levels and so on. I don't know how you would do that. Even in my State, the difference between entry wage levels in my congressional district in suburban Detroit and a district 50 miles from me would be dramatically different. While, for other reasons, you might come to the conclusion they are doing a dramatically better job 50 miles from me than they are in the area, I don't think that the wage that they get is a very valid measure in any event, because there is too much area variation. The difference between the industrial southeastern part of Michigan and the more agricultural and resort area of upper Michigan is quite strong even today with lower industrial wages.

I hope you will look at some of these other things and give us your ideas. Obviously, I have already told you, it would please me if you said there isn't a practical way to impose testing and performance measurements on this program at this time. But if you would at least say you ought to be careful, and here's how far we think you can go, and we aren't willing to tell you to go further than this without causing problems, it would make it easier for us.

I guess there might be questions raised in your mind with that. This is an old argument. Most of what I have said has been said in this room for the last 25 years over and over. We did have a Member years ago who, fortunately, left us to become governor of one of our States, who believed that you could test for everything, and by the time he had been governor for a while, I appeared in a programs with him and found out that he had changed—he made me look like a sissy--because his State tried it. I think it had a great deal to do with retiring him as governor, as a matter of fact. It may have sharpened the focus of his attention.

Mr. Grandy, do you have any questions or comments?

Mr. Grandy. Thank you, Mr. Chairman.

I would like the panel to not really comment but perhaps speculate a little bit about a condition about the work force that we are looking at, circa 2000, that usually does not show up in the Bureau of Labor Statistics or any of the data. I bring this up because it is a parochial concern.

Iowa currently has a population that is second in the Nation with people who are 65 and over. It is one of the fastest growing populations nationally. Actually, 85 and over, I understand, is the fastest growing population.

But it occurs to me that as we look at work shortages and we predict that our work force will be predominantly female, more minorities, dual-family incomes—things of that nature—we evade the statistic which runs parallel to that, and we have an America that is getting grayer and is perhaps being denied ten years of productivity in the work force because of various laws that we have in place that encourage people to leave the work force prematurely at this point and stay out and become tax receivers rather than tax payers.

We had the Secretary of Labor up in front of the committee a while back, and I addressed that concern. But it seems to me that if we are going to do anything about reinstating or reinvigorating a work force that might come back into play in the years ahead, that might, in a sense, not come from people that are coming out of high schools and coming out of technical schools and moving linearly from age 16 up through age 21, but moving back—people who are 65 who are coming back in—that the place to get retrained is, obviously, again, the community colleges, vocational institutions, and places like that.

Have you thought at all about this? Is this a legitimate function for vocational education, and, if so, how should the Federal Government be involved?

Mr. Pucciano, you are leaning toward the microphone.

Mr. **Pucciano**. Yes, if I may.

Almost every demographic projection and economic projection suggests that we will not be able to avoid having older Americans as part of the work force. We simply will not have enough people in the work force in order to be economically competitive unless that work force includes people who are older than they are today, and most of those people will require retraining; skills will need to be upgraded; new jobs will have to be provided for them, or new skills will have to be provided, and that is certainly a function of postsecondary vocational education.

I have used community college statistics. The average age of community college students today is somewhere in the neighborhood of 33 or 34 years old, and it is continuing to grow as older workers are coming back in and being retrained, and as a national policy, because in order for us to remain competitive in the global marketplace, this Nation will have to have all of its players on the field, and that includes all of the minority populations that you mentioned as well as older Americans.

Mr. **Grandy**. I hope we are not arguing for another set-aside in terms of older Americans.

Mr. **Pucciano**. No, sir.

Mr. **Grandy**. Mr. Kolberg, do you have a comment?

Mr. **Kolberg**. Yes, Mr. Grandy.

I noticed just the other day—probably you have these figures, too—that better than half the males in this country aged 62 are retired. I think, given that I was in the Great War along with the chairman, some of us are along about that age. We feel vigorous, and I think typically one of the reasons we spend as much resources as we do on health is that the 62-year-old today is a very different person than they were back in our grandparents' day and are certainly capable of working.

I would end up by saying two things. First of all, I think the market is going to take care of it. As you suggest, there are going to be shortages of workers. The private sector is going to take care of it by offering incentives and bringing them in, and you have already seen the ads. The McDonald's ad is sort of the leading edge. You are going to see a whole lot more of that.

Secondly, I would say to the Congress, it is time you take a hard look at Social Security. The reason 62-year-olds can retire the way they do now is that they can retire on a socially paid for plan, and this is certainly no official position of mine, it is my own personal position, that our society can no longer afford to allow its senior citizens, if you will, to leave the work force that early through a publicly paid for subsidy.

Mr. **Grandy**. Well, happily, it is not the purview of this committee to oversee Social Security and make those comments.

I agree with you privately and sponsor getting rid of the earnings test to allow people to get back into the workplace without paying a dollar of tax for every two dollars they earn. These kinds of things, I think, are inevitable; I agree with you.

I want to limit this discussion to what needs, what role, vocational education, the vocational infrastructure in this country, are going to have to not just reeducate but reinvigorate this population. You are going to be dealing with people that are already retired and have to be brought back in. I think they have good work skills, but the work force they are entering is different than the one that they left.

Again, this is a parochial concern. All of our people in Iowa, if they are not farmers or moving into manufacturing, for the most part, are leaving the State by the time they are 21. We do have a preponderance of people who are 65 and over, and it has been my concern for some time that perhaps, rather than bemoaning the fact that our kids are leaving, we ought to, in a sense, empower the people that are there.

So I am asking you, as educators, and administrators, and as scholars on this subject, to perhaps give us some guidance as to how we might help you put into a place a program that reinvigorates older Americans through education.

Mr. McCabe.

Mr. McCABE. Some of the problems that we have right now are with people that are underemployed, unemployed, untrained, and so forth, and then the question of the productivity of the older worker when we are competing in a world-wide marketplace also has to be a factor to be considered.

Frankly, your question is very perplexing, and I think we almost have to be subject to divine revelation to answer it. It is a very perplexing question.

Mr. GRANDY. Well, generally only the majority members of this committee are subject to divine revelation.

I just offer this. There are problems with this kind of argument because, in a sense, you are going to have competing generations in some cases looking for jobs. I can't begin to tell you or psychologically assess how much a person over 65 can learn and return to the workplace with new technological demands on his or her education, but it seems to me, from the town meetings that I regularly conduct, the people that are the most vibrant, the people that are most aware of the issues, the people that are most enthusiastic and simultaneously most critical of what we do here in Washington are people who are 65 and over, and they are clamoring to do something, and I think there ought to be some component of vocational education that allows them to do it.

Mr. McCABE. But the legs are the first to go, they say, and then the backs, so perhaps the older generation should have a thrust toward them doing the thinking and the others doing the physical labor.

Mr. GRANDY. Well, they would probably agree to that. But, again, we have put a lot of people out to pasture prematurely, I think, through our incessant obligation and desire as a Government to help people. Usually, that produces diminishing dividends.

We have talked about mid-career teachers, and of course a lot of people that are 65 and over, I think, we can legitimately call mid-career. But can some of those mid-career teachers have mid-career students who could go into the kinds of high-tech jobs or new skill jobs? Is that something that you foresee offering training to, or are we talking about a population that is already over the hill, so to speak?

Mr. **McCabe**. One of the joys of teaching in a community college is having older students who know exactly what they want, and they are very dedicated to getting their education, and certainly they are not a detriment to the classroom, they are a big asset to the classroom.

Mr. **Grandy**. As a matter of fact, Mr. McCabe, I concur with you. I would think it might be a good object lesson for somebody who is perhaps 16 years old to be in the same classroom with somebody who is 65 years old and have a little of that cross-pollination going back and forth over the aisle, because I think sometimes peer pressure mitigates against education, clearly in our high schools, and I assume in our vocational institutions as well. It might be not a bad idea to look, as we reassess this program, to have the kind of flexibility that allows two populations to sit side by side and learn from one another.

Mr. **McCabe**. The average age that was cited by one of the other speakers, about 33 in the community college, when you have got probably half your students who are just out of high school, indicates a lot of people in mid-life, later life, are students at the community college.

Mr. **Grandy**. Mr. Cole, did you have a comment?

Mr. **Cole**. Yes. The issue is that if people have worked for 40 or 45 years and they want to retire in dignity, they should be able to do so. The question is whether or not, if they are above 65, they choose to go into the labor market or they are forced to go into the labor market, and I would not want to see a system that would force people to go into the labor market, nor would I want to see a system like this that would be a one that would excuse or allow us to neglect the younger people because these people are here. In other words, it would be very easy to say, "Well, we have taken care of the problem on the older end; therefore, we no longer have an obligation to the younger people." I think that would be a big mistake.

However, I think if you do look at the changing nature of work and the changing nature of the workplace, which is essentially from back work to brain work, there is no question that people at 62 or older could make very important contributions to the workplace, and there are intergenerational education programs, work programs, that are out there now.

I think the question is, though, the more fundamental one, and that is that those people who go to work at McDonald's, whether they are going to work at McDonald's for self-fulfillment or they don't have enough resources to live in dignity. If it is the former, I would be in favor of it; if it is the latter, I would be opposed.

Mr. **Grandy**. Again, just to conclude this discussion, we spend, as I understand it, about 27 percent of all of our Federal spending on programs for people 65 and over. Most of those programs I do not consider kind of productivity investments, the likes of which are usually discussed in this committee. I certainly think that it does not harm the future of our workplace or the success of vocational education if we give some serious thought to, as I said earlier, reinvigorating this potent source of human capital.

Mr. Chairman, Thank you very much. I am done.

Mr. **Ford**. Thank you.

We have to break. I would like to thank Mr. Cole on behalf of all the full committee chairmen for putting on the record that we still have some productive years ahead of us.

I want to thank the panel. It has been a very good panel, particularly since almost all of you endorse my legislation. That makes it even better. But I think that the tone that you set with the teachers' union, private for-profit schools, the public system in California, and big business, little business, but mostly big business, indicates that there is so much agreement amongst you that, really, it is not impossible and it shouldn't be too difficult to get all of these disciplines working together to give us a good piece of legislation. We thank you very much for your contribution.

[Whereupon, at 12:02 p.m., the subcommittee was adjourned.]

H.R. 7, A BILL TO EXTEND THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

THURSDAY, MARCH 16, 1989

House of Representatives,
Subcommittee on Elementary, Secondary, and
Vocational Education,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:00 a.m., Room 2175, Rayburn House Office Building, Hon. Augustus F. Hawkins [Chairman] presiding.

Members present: Representatives Hawkins, Ford, Owens, Hayes, Perkins, Sawyer, Payne, Lowey, Poshard, Unsoeld, Goodling, Gunderson, Fawell, Grandy, and Smith.

Staff present: John Jennings, counsel; Diane Stark, legislative specialist; Beverly Griffin, research assistant; Andrew Hartman, staff director; Jo-Marie St. Martin, education counsel; and Beth Buehlmann, education coordinator.

Chairman **Hawkins**. The Subcommittee on Elementary, Secondary and Vocational Education is called to order. This morning we continue the hearings on the reauthorization of the Carl D. Perkins Vocational Education Act.

We assume that no member here wants to make a statement. We'll try to facilitate the hearing because unfortunately because of a previously cancelled hearing, we will have a rather full agenda today. We have two panels. I request that as we call the names of the witnesses that they assemble at the witness table.

The first panel consists of Dr. Marion B.W. Holmes, Executive Director of Career and Vocational Education of Philadelphia Public Schools, representing the Council of Great City Schools; William Littlejohn, President, Council for Exceptional Children, who will be accompanied by Joseph Ballard; Mr. Edwin Ferguson, Principal, William D. Ford Vocational/Tech Center of Michigan; Ms. Jill Miller, Chair of the National Coalition for Women and Girls in Education; and Mr. James Oglesby, President-Elect of the National School Boards Association.

Ladies and gentlemen, we welcome you to the hearing this morning. May the Chair indicate to you that the prepared statements that you may have will be entered into the record in their entirety. We hope that you will give us the highlights of the prepared statements so as to leave time for questioning.

I'm sure the members will have many questions. We hope to facilitate the meeting. We will have the light operating so that each

Member, to the extent possible, will be confined to the five minutes. I would like to caution the witnesses that you will be given the opportunity to respond even though the red light may be flashing.

We will try to facilitate this and have an informative and enjoyable session with the panel.

We will be beginning with Dr. Holmes. You are recognized first.

STATEMENTS OF MARION B.W. HOLMES, EXECUTIVE DIRECTOR, CAREER & VOCATIONAL EDUCATION, PHILADELPHIA PUBLIC SCHOOLS; WILLIAM LITTLEJOHN, PRESIDENT, COUNCIL FOR EXCEPTIONAL CHILDREN, ACCOMPANIED BY JOSEPH BALLARD, ASSOCIATE DIRECTOR; EDWIN FERGUSON, PRINCIPAL, WILLIAM D. FORD VOCATIONAL/TECHNICAL CENTER, MICHIGAN; JILL MILLER, CHAIR, NATIONAL COALITION FOR WOMEN AND GIRLS IN EDUCATION; JAMES OGLESBY, PRESIDENT-ELECT, NATIONAL SCHOOL BOARDS ASSOCIATION

Ms. **Holmes.** Mr. Chairman, good morning. My name is Marion B.W. Holmes. I'm the Executive Director of Career and Vocational Education for the Philadelphia Public Schools, the nation's fifth largest public school district.

I am pleased to appear before you today on behalf of the Council of Great City Schools. I thank you for the invitation to testify before the crucial subcommittee on reauthorizing the Carl Perkins Vocational Education Act.

Federal vocational programs play a vital part in the educational offerings of school systems in our cities. With your permission, Mr. Chairman, I would like to offer a series of recommendations on the critical issues facing the current Act: accountability and standards, use of funds, the matching and excess cost requirements, targeting, secondary and post- secondary articulation, special populations set-asides and coordination with other programs.

In general, we believe the Vocational Education Act needs to be reoriented as a wholely Federal supplementary program, like Chapter 1, whose Federal goals are clear, and whose funding streams are fiscally independent of local and state efforts.

The program as currently structured permits the Federal government little leverage in either tracking where its funds are spent or how national goals are met.

We think that realigning the program more with the traditional Federal role in education in serving special populations will point to solutions to the technical issues that are currently being debated.

Issue A: Matching Requirements. When the Carl Perkins Vocational Education Act passed in 1984, it included a new requirement that local education agencies match the Federal contribution.

The reasoning for this was to increase the total dollars spent on special populations for vocational programs under Title II.

Our experience in the cities, however, indicates that just the opposite happened. Rather than increasing spending on the disadvantaged, spending declined.

The Philadelphia Public Schools, for example, had to turn back $3.3 million to the state over four years because we could not meet the match, something unintended by Congress in 1984 for a district with our crushing levels of poverty.

Recommendation Number One: The Council of Great City Schools recommends that the matching requirement in current law be deleted entirely.

Recommendation Number Two: We also recommend that the excess cost per child requirement in the current law be deleted entirely.

Issue B: Special Populations Set-Asides. The Federal role in elementary and secondary education historically has been built around ensuring equity and opportunity for those of our students whose access to the American dream has been limited.

It is a role that has been central and preeminent, rather than compartmentalized and secondary. The intent in 1984 tightening the set-asides for special populations was to enhance the funding for the disadvantaged, the handicapped, the limited English proficient, and others. We think the opposite may have happened, while complicating the administration of the program at the same time.

We believe that the traditional Federal role in assuring opportunity was diluted when Title II as written to attempt two disparate goals: enhancing opportunity and encouraging innovation.

The latter goal is best served through local state funds, which now comprise about 90 percent of all vocational education spending.

Unfortunately, too little effort is devoted from these sources that enhance opportunity, something the Federal government is strongest at and should be encouraged to continue. The Federal Act should be devoted to that role unambiguously.

Recommendation Three: We therefore recommend replacing the current set-aside funds distribution system with set-asides guiding local fund usage. Set-asides should be defined in ranges, rather than fixed percentages, and could be applied to either dollars or numbers of youth served.

Recommendation Four: We also recommend combining Parts A and B of Title II of the Act, and applying set-aside requirements across the entire Title.

Issue C: Targeting on High-Need Areas. The 1984 Act was also intended to send more funds into areas that not only had large proportions of poor youth, but also to areas where vocational education programs were in a short supply.

Cities, in general, had both characteristics. While nearly 22.8 percent of the nation's population lives in cities of over 500,000 people, only 9.3 percent of the nation's secondary vocational institutions are in cities according to the 1976 data.

We have no reason to think that the numbers have changed dramatically, despite the 1984 amendments. The recent General Accounting Office data appears to bear this out.

Congress has hesitated in the past reauthorizations to mandate a specific funding formula for distributing resources, partly because it did not wish to take away state discretion, and partly because of the disparate agencies delivering vocational education services.

The Council believes that a formula is appropriate and feasible, and that it should be applied to the ages of target populations, rather than to type of agency.

Recommendation Five: The Council of Great City Schools recommends that funds under Title II be distributed to counties within states according to the Chapter 1, ESEA, formula, and within county, based on poverty, to LEAs, which would then contract with any other agency, regardless of type, delivering services to secondary-age youth.

Or the Council would propose an option that states have discretion to devise their own special-needs based formula for distributing monies to local units, except that the LEA is the largest city in the state, and other LEAs whose enrollment was over 30,000 or any LEA serving high-school students only—for example, those in Arizona—whose enrollment was over 15,000 would be automatically entitled to a share of the state's Federal allocation that corresponded to their share of Chapter 1 ESEA funds.

Recommendation Number Six: The Council of Great City Schools recommends that states be required to distribute 95 percent of their allocation to the local level by formula rather than 80 percent.

Issue D: Secondary and Postsecondary/Adult Services. One of the most difficult decisions Congress needs to make is how much of its vocational resources to devote to secondary schools, and how much to postsecondary/adult services. It was a decision largely deferred in the 1984 reauthorization.

Recommendation Eight: The Council recommends that the new Title II be divided into two sections, with 75 percent of funds being devoted to secondary-age students; 25 percent to postsecondary adult students.

We also recommend that 15 percent of the new Title II be devoted to authorizing H.R. 22 to articulate services between agencies serving secondary-aged youth and those serving postsecondary or adult populations.

Issue E: Use of Funds. In reorienting the purposes of the Act, Congress needs to revisit what the program's funds are used for. The Council is suggesting that those uses be oriented to serving those special populations, which should be the target of the Act.

We are not suggesting that vocational education at the Federal level should not encourage innovation and experimentation, but that these purposes be focused on populations, whose access to vocational education is otherwise limited. We have a suggested list in our printed testimony.

Issue F: Accountability and Standards. Current efforts demanding greater accountability from local service providers are positive developments in the education universe. There is little reason to think the debate will not carry over into vocational education.

Applications of new accountability measures, goals and standards have mainly been seen, however, in Chapter 1, ESEA, and in JTPA, programs that comprise large shares of the total national effort in compensatory education job training.

The Federal vocational program is much smaller, both in terms of total appropriation and in terms of share of total vocational effort.

Applying program improvement or state standards to vocational education in the same ways they were to Chapter 1 and JTPA may prove to be ineffective if not counterproductive, especially in large cities.

Coordination with Business, Community and JTPA, Issue G. To enhance coordination between vocational education and other occupational programs, the Perkins Act currently requires cross-membership on vocational education and JTPA advisory councils and JTPA review of state plans and local applications.

The Council believes that these requirements have been helpful in building collaboration, but more is needed. Vocational education and JTPA continue to be too unrelated with one another and too uncoordinated.

Recommendation Twelve: The Council of the Great City Schools recommends that JTPA be amended to require 50 percent of the program's youth programs be operated in-schools, and that coordination between those in-school JTPA programs and vocational education be required.

Mr. Chairman, that concludes our major recommendations for the reauthorization of the Carl Perkins Vocational Education Act.

We believe that together these proposals will simplify the law, provide greater targeting of resources, re- emphasize Federal priorities and accountability, and protect the needs of the disadvantaged, handicapped, limited-English proficient and others, and clarify the twin responsibilities of secondary and postsecondary service deliverers.

I would be pleased to answer any questions. I thank you for this opportunity to testify.

[The prepared statement of Marion Holmes follows:]

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Testimony

on the

Reauthorization of the Carl Perkins Vocational Education Act

before the

Subcommittee on Elementary, Secondary and Vocational Education

Committee on Education and Labor

U.S. House of Representatives

Presented by

Dr. Marion B. W. Holmes

Executive Director of Career and Vocational Education

Philadelphia Public Schools

on behalf of

The Council of the Great City Schools

March 16, 1989

Washington, D.C.

Testimony on the Reauthorization of the Carl Perkins Vocational Education Act
before the
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on behalf of
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Mr. Chairman, my name is Marion Holmes. I am the Executive Director of Career and Vocational Education for the Philadelphia Public Schools, the nation's fifth largest public school district. I am pleased to appear before you today on behalf of the Council of the Great City Schools.

Currently in its 33rd year, the Council of the Great City Schools is a national organization comprised of 45 of the nation's largest urban public school systems. Our Board of Directors is comprised of the Superintendent and one Board of Education member from each city, making the Council the only independent education group so constituted and the only one whose membership and purpose is solely urban.

The Council's membership serves over five million inner-city youngsters, or approximately 12% of the nation's public school enrollment. About one-third of the nation's Black children, 27% of the Hispanic children and 20% of the nation's Asian children are being educated in our schools. Almost one-third of these children come from families receiving public assistance.

Mr. Chairman, I thank you for the invitation to testify before this crucial Subcommittee on reauthorizing the Carl Perkins Vocational Education Act. Federal vocational programs plays a vital part in the educational offerings of school systems in our cities.

With your permission, Mr. Chairman, I would like to offer a series of recommendations on the critical problems facing the current Act: accountability and standards, use of funds, the matching and excess cost requirements, targeting, secondary and post-secondary articulation, special populations set-asides, and coordination with other programs.

In general, we believe the Vocational Education Act needs to be reoriented as a wholely federal supplementary program like Chapter 1 whose federal goals are clear and whose funding streams are fiscally independent of local and state efforts. The program as currently structured permits the federal government little leverage in either tracking where its funds are spent or how national goals are met. We think that realligning the program more with the traditional federal role in education in serving special populations will point to solutions to the technical issues that are currently being debated.

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We believe that the traditional federal role in assuring opportunity was diluted when Title II as written to attempt two disparate goals: enhancing opportunity and encouraging innovation. The latter goal is best served through local and state funds which now comprise about 90% of all vocational education spending. Unfortunately, too little effort is devoted from those sources enhancing opportunity -- something the federal government is strongest at and should be encouraged to continue. The federal act should be devoted to that role unambiguously.

Recommendation 3: The Council of the Great City Schools recommends replacing the current set-asides funds distribution system with set-asides guiding local fund usage. Set-asides should be defined in ranges rather than fixed percentages, and could be applied to either dollars or numbers of youth served.

Recommendation 4: The Council of the Great City Schools recommends combining Parts A and B of Title II of the Act, and applying set-aside requirements across the entire Title.

. ISSUE C: Targeting on High-Need Areas.

The 1984 Act was also intended to send more funds into areas that not only had large proportions of poor youth but also to areas where vocational educational programs were in short supply. Cities, in general, had both characteristics. While nearly 22.8% of the nation's population lives in cities of over 500,000 people, only 9.3% of the nation's secondary vocational institutions are in cities according to 1976 data. We have no reason to think the numbers have changed dramatically, despite the 1984 amendments. The recent National Assessment of Vocational Education Interim report appears to bear this out.

Congress has hesitated in past reauthorizations to mandate a specific funding formula for distributing resources, partly because it did not wish to take away state discretion and partly because of the disparate agencies delivering vocational education services. The Council believes that a formula is appropriate and feasible, and that it should be applied to the ages of target populations rather than to type of agency.

> Recommendation 5: The Council of the Great City Schools recommends that funds under Title II be distributed to counties within state according to the Chapter 1 (ESEA) formula, and within county (based on poverty) to LEAs which would then contract with any other agency, regardless of type, delivering services to secondary-age youth.
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> or
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>
> Recommendation 6: The Council of the Great City Schools recommends that states be required to distribute 95% of their allocation to the local level by formula rather than 80%.

Recommendation 7: The Council of the Great City Schools recommends authorizing up to $50 million to establish a series of urban school technical assistance centers for each state.

. ISSUE D: Secondary and PostSecondary/Adult Services.

One of the most difficult decisions Congress needs to make is how much of its vocational education resources to devote to secondary schools and how much to postsecondary/adult services. It was a decision largely deferred in the 1984 reauthorization. Congress needs to decide how much of its resources goes to each sector (explicitly).

Recommendation 8: The Council of the Great City Schools recommends that the new Title II be divided into two sections, with 75% of funds being devoted to secondary-age students and 25% to postsecondary adult students.

Recommendation 9: The Council of the Great City Schools recommends that 15% of the new Title II be devoted to authorizing H.R.22 to articulate services between agencies serving secondary-aged youth and those serving postsecondary or adult populations.

. ISSUE E: Use of Funds.

In reorienting the purposes of the Act, Congress needs to revisit what the program's funds are used for. The Council is suggesting that those uses be oriented to serving those special populations which should be the target of the Act. We are not suggesting that vocational education at the federal level should not encourage innovation and experimentation, but that these purposes be focused on populations whose access to vocational education is otherwise limited.

Recommendation 10: The Council of the Great City Schools recommends that Congress anchor the use of funds under the Act to providing for special populations: a) job counseling and school-employer liaison for work placement for special populations, mentoring, and on-the-job training or work experience; b) support services to enable youth to gain work experience and expertise, e.g. transportation, child care, job search classes, and other auxiliary services; c) basic skills education in vocational education classes; and d) upgrading and reforming of vocational education curricula and retraining staff.

. ISSUE F: Accountability and Standards.

Current efforts demanding greater accountability from local service providers are positive developments in the education universe, and there is little reason to think the debate will not carry over into vocational education. Applications of new accountability measures, goals and standards have mainly been seen, however, in Chapter 1 (ESEA) and in JTPA, programs that comprise large shares of the total national effort in compensatory education and job training. The federal vocational program is much smaller both in terms of total appropriation and in terms of share of total vocational effort. Applying program improvement or state standards to vocational education in the same ways they were to Chapter 1 and JTPA may prove to be ineffective if not counterproductive.

Still, the overall program does need improvement and we would favor Congress' defining program goals and outcomes from which LEAs could choose when measuring their progress, and which took into account unique local situations.

Recommendation 11: The Council of the Great City Schools recommends that Congress include in the Act a broad set of goals and outcome measures from which LEAs could choose for evaluation.

. ISSUE G: Coordination with Business, Community and JTPA

To enhance coordination between vocational education and other occupational programs, the Perkins Act currently requires cross-membership on vocational education and JTPA advisory councils and JTPA review of state plans and local applications.

The Council believes that these requirements have been helpful in building collaboration, but more is needed. Vocational education and JTPA continue to be too unrelated with one another and too uncoordinated.

Recommendation 12: The Council of the Great City Schools recommends that JTPA be amended to require 50% of the program's youth programs be operated in-schools and that coordination between those in-school JTPA programs and vocational education be required.

. OTHER RECOMMENDATIONS:

The Council would also suggest a number of other recommendations to make the program better, including:

Recommendation 13: The Council of the Great City Schools recommends that state plans be required every three years rather than every two.

Recommendation 14: The Council recommends that the Act be reauthorized for five years at a spending level of $1.0 billion.

Mr. Chairman, that concludes our major recommendations for the reauthorization of the Carl Perkins Vocational Education Act. We believe that together these proposals will simplify the law, provide greater targeting of resources, re-emphasize federal priorities and accountability, and protect the needs of the disadvantaged, handicapped, limited-English proficient and others, and clarify the twin responsibilities of secondary and postsecondary service deliverers. I would be pleased to answer questions.

Thank you for this opportunity to testify.

Summary of Major Great City School Recommendations

1. That the matching requirement in current law be deleted entirely.

2. That the excess cost per child requirement in current law be deleted entirely.

3. That the current set-asides for distributing funds be replaced with percentages ranges guiding the uses of funds at the local level based on dollars or numbers of youth served for those same populations.

4. That Parts A and B of Title II be combined and that current special populations funding uses be applied to entire new Title.

5. That funds be distributed within state to counties based on Chapter 1 (ESEA) and within county (based on poverty) to LEAs which would contract with any other agency delivering services to secondary-school aged youth.

   or option

   That states have discretion to distribute funds within state; except that LEAs in the largest city of any state, LEA's with enrollments over 30,000, or LEA's over 15,000 serving only secondary-school students would automatically be entitled to that share of the state's federal vocational funds that corresponded to that LEA's portion of state Chapter 1 funds.

6. That states be required to distribute by formula 95% of their federal vocational education allocation to the local level rather than 80%.

7. That Congress authorize up to $50 million to establish urban school technical assistance centers for each state.

8. That Title II be divided into two sections, with 75% of funds devoted to secondary-age students and 25% to postsecondary/adult populations.

9. That 15% of the new Title II be devoted to authorizing H.R.22 to coordinate services between agencies serving secondary-aged youth and those serving postsecondary or adult populations.

10. That the use of funds be built around providing for special populations: a) job counseling, school-employer liaison, mentoring, work experience and on-the-job training; b) support services to enable youth to gain work experience and expertise, e.g. transportation, child care and other services; c) basic skills education; and d) upgrading and reforming curricula and retraining staff.

11. That the Act include a broad set of goals and outcome measures from which LEAs could choose for evaluation.

12. That the Act amend JTPA to require that 50% of funds be used for in-school programs, coordinated with the vocational education delivery system.

Chairman HAWKINS. Thank you, Dr. Holmes. Mr. Littlejohn?

Mr. LITTLEJOHN. We thank the Chairman and the distinguished Members of the Subcommittee on Elementary, Secondary, and Vocational Education for the opportunity to testify regarding the authorization of the Carl D. Perkins Vocational Education Act of 1984.

The Council for Exceptional Children, representing over 50,000 professionals and others concerned about the education of children with handicaps and gifted and talented children, is firmly committed to the advancement of vocational education for exceptional persons.

Our membership is comprised of professionals from many relevant disciplines who provide a unique knowledge base from which to offer comment and recommendations for this valuable legislation.

We'd like to take this opportunity, Mr. Chairman, to thank you personally, and to thank the other members of this Committee for the sensitivity and dedication with which you have addressed the needs of citizens with disabilities through so many years and on so many occasions during the course of your legislative work.

Mr. Chairman, I'm William Littlejohn, current President of the Council for Exceptional Children. I've spent approximately 20 years in the administration of special education programs at the local level.

We submit our full statement for the hearing record. I will now summarize my major considerations.

For 20 years now, the Council for Exceptional Children has been appearing before this Congressional panel for some pretty basic concerns.

One, that occupationally specific vocational education is a crucial need for students with handicaps. Two, that too many of these same students do not have that opportunity. And three, that too many of the program offerings to which they do have access do not adequately prepare them for the world of work. That is, students with handicaps have too often not been participants in such programs as cooperative education, apprenticeship programs, and merchandising and technical programs.

The provisions of the Carl Perkins Act of 1984 were tailored to seriously address all three of these concerns.

Due to the apparent shut-down of the Vocational Education Data system in the early 1980s, despite clear information requirements in the 1984 Perkins Act, we have little recent data on the number of students with handicaps being served in vocational education, or on the quality of programs in which they are participating, although we understand some sampling information is forthcoming from the National Assessment of Vocational Education, which is not yet in the public domain.

Past data from 1974 to 1981, from the National Center of Educational Statistics indicated that progress, though slow and limited, was being made in the number of youth with handicaps being served since the creation of the set-aside.

In the absence of comprehensive current data, we have talked in the last few months to individuals across the country—to special education persons, to vocational education persons, to special needs vocational education persons, to persons doing specialized research and attendant data gathered in special population areas.

We have asked the question, "Is the trend continuing? Is the situation improving?" The answer has been a cautious but firm response in the affirmative, namely, that vocational education is making concrete progress in serving youth with handicaps.

With respect to the set-aside of 10 percent of funds under the Act for the vocational education of students with handicaps, we have asked these same individuals whether the set-asides should be retained.

The answer has been a resounding "Yes." We have further asked whether the 50-50 provision match and the excess cost provision should be retained. The answer has again been "Yes."

We have further observed that key groups among our collegial organizations in the education community are calling for the retention of the set-aside approach, examples being the American Vocational Association and the Council of Chief State School Officers.

We have also observed that the President's Committee on Employment of People with Disabilities has called for the retention of the 10 percent set-aside funds for youth with handicaps in its report titled: "Special Report: An Examination of the Impact of the Carl D. Perkins Vocational Education Act of 1984 on our Nation's Citizens with Disabilities."

The same endorsement for continuation has been conveyed by the National Association of Vocational Education for Special Needs Personnel.

Mr. Chairman, unless it can be clearly and convincingly evidenced that a better approach than the use of a set-aside is available toward achieving the full participation of students with handicaps, CEC remains firmly committed to the set-aside approach as a vehicle, however imperfect, to maximize the participation of exceptional youth in vocational education.

In taking that position, CEC is joined by its Division on Career Development.

Parenthetically, we have observed among practitioners in the field a general disinclination to change the basic rules for special populations so soon after the implementation of the Perkins Act and at a time when vocational education overall is perceived to be in a state of flux and transition.

Other feathers of the Perkins Act. We have already cited certain examples of important provisions respecting youth with handicaps contained in the Carl D. Perkins Vocational Education Act of 1984.

If a thorough revision of that legislation is being contemplated by this panel, CEC is most anxious that vital provisions beyond those just mentioned not be lost in the process.

A prime example would be the requirements contained in the current Section 204 of the Act titled, "Criteria for Services and Activities for the Handicapped and the Disadvantaged."

This section includes vital guarantees for youth with handicaps, such as equal access in recruitment, enrollment, and placement; equal access to the full range of vocational programs; provision for programming in the least restrictive environment; provision for vocational education as a component of the individualized education program as authorized in the Education of the Handicapped Act;

provision for dissemination of information to students respecting opportunities available in vocational education, at least one year prior to eligibility; and provision for counselling services designed to facilitate the transition from school to post-school employment and career opportunities.

Every reauthorization of legislation offers, of course, an opportunity to design improvements. We know that this will be the case in this reauthorization of the vocational education statutes.

In that spirit, there are numerous issues about which CEC remains totally open-minded and committed to continuing dialogue with the Congress and with our colleague organizations.

Examples of such issues include: the relative matching responsibilities between the state and local recipients; the relative portions of special population dollars going to secondary vocational education, the area of vocational schools, and the postsecondary community; whether there should be a certain amount of in-state flexibility and apportioning of funds under the special education populations set-asides, and whether a portion of the set-aside should be retained by the state for appropriate state-level activities; and finally, how linkages might be improved with the private sector, including commerce, industry, the burgeoning world of small business and technical sector, and organized labor.

Parenthetically, an excellent example of the sort of meaningful improvement, which can occur in the course of reauthorization deliberations, can be found in the innovative "tech-prep" proposal introduced by Representative William Ford of this Committee.

Mr. Ford proposes to authorize $200 million in the demonstration grants for so-called "Two Plus Two" programs. Students would enter a vocational/technical track in their junior year of high school.

Upon matriculation they would continue toward an associate degree in a community college or technical school. We congratulate Mr. Ford and look forward to discussing with him the potential for job preparation for youth with handicaps under his proposal.

Before closing, Mr. Chairman, permit us to cite further concerns and aspirations of the Council which may have been alluded to but not specifically stated: the removal of eligibility barriers which in effect discriminate against youth with handicaps; intensified progress toward the achievement of the least restrictive vocational instructional setting for each participating youth with a handicap; a ratio of state/local dollars to Federal dollars in vocational programing for students with handicaps which reaches a higher level of the state/local commitment for students overall in vocational education; assurances that training and skills developed are truly occupationally specific, that is, lead to meaningful employment. Unhappily, our review of merchandising and technical programs, for example, indicates that these programs continue to have the lowest representation of students with handicaps.

Efficient interaction of special education, vocational education, vocational rehabilitation and job training systems at the Federal, state and local levels; promotion of cooperative and apprenticeship programs with organized labor and business for youth with handicaps targeted at the secondary level and focused on paid and supervised work- site experience before school matriculation; an organized approach to discovering the specific characteristics of effective vocational education programs for youth with handicaps containing a workable mechanism for national dissemination.

In summary, Mr. Chairman, we can only say clearly and simply that the quality of adult life for millions of our youth with handicaps beyond the school years is critically dependent upon the skills that they can realize through the major learning systems, such as vocational education.

The Council stands ready as an organization to provide every professional resource which it can command to assist you in the performance of your legislative duties.

Thank you.

[The prepared statement of William Littlejohn follows:]

STATEMENT OF

THE COUNCIL FOR EXCEPTIONAL CHILDREN

To

THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

of the

UNITED STATES HOUSE

with respect to

REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT OF 1984

March 14, 1989

Presented by:

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of Terre Haute, Indiana
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We thank the Chairman and the distinguished members of the House Subcommittee on Elementary, Secondary and Vocational Education for the opportunity to testify regarding the reauthorization of the Carl D. Perkins Vocational Education Act of 1984. The Council for Exceptional Children (CEC), representing over 50,000 professionals and others concerned with the education of children with handicaps and gifted and talented children, is firmly committed to the advancement of vocational education for exceptional persons. Our membership is comprised of professionals from many relevant disciplines who provide a unique knowledge base from which to offer comment and recommendations for this valuable legislation. But first, we offer a short legislative background from our perspective on behalf of exceptional persons.

Brief Background

The federal role in vocational education in public schools began with the Smith-Hughes Act of 1917. This Act allocated funds to states to encourage high schools to provide more practical occupational training.

The Vocational Education Act of 1963 and the subsequent 1968 Amendments made major changes in federal vocational education policy. The 1963 Act targeted aid toward particular disadvantaged groups. The 1968 Amendments specified that at least 15 percent of each state's basic grant be used for disadvantaged students, at least 10 percent for students with handicaps, and at least 10 percent for postsecondary and adult education.

P.L. 94-482, the Education Amendments of 1976, made no changes in the basic goals and purposes of the Act. However, it increased the set-aside for the disadvantaged to 20 percent and to 15 percent for postsecondary and adult education. It retained the 10 percent set-aside for youth with handicaps and increased pressure on state and local agencies to serve youth with handicaps in vocational education.

The Carl D. Perkins Vocational Education Act of 1984 (P.L. 98-524) continued to reflect Congress' determination to ensure that the needs of persons with disabilities are supported under the federal vocational program. Examples of significant provisions now included in the statutes are: (1) the "statement of purpose" section, which makes clear the obligation of vocational education to serve persons with handicaps; (2) 10% of the federal monies allocated under the Act must be matched by the state and used only to support the "excess costs" associated with serving students with disabilities in vocational programs (including separate programs); (3) advisory councils must include a person representing the concerns of persons with disabilities; (4) state plans and follow-up research studies must include information on how they expect to serve students with disabilities and on how well they have served the population; (5) all vocational education efforts must be closely coordinated with both rehabilitation programs and special education programs; (6) equal access to the full range of vocational programs is mandated for students with disabilities; (7) recruitment is mandated; and (8) each local school district is required to provide information to parents regarding the opportunities in vocational education at least one year before the student with a handicap enters the grade level in which vocational programs are generally available.

It is clear, given the nature of the statutes as they exist today with respect to youth with handicaps, that the Congress was convinced of all of the following:

- Individuals with handicaps were not enjoying anywhere near satisfactory access to vocational programs.

- The ten percent set-aside was necessary if this inequitable access were to be reversed.

- Even with the set-aside, state and local dollars were not being generated; therefore, a statutory match and excess cost provisions were required.

- It was necessary that the vocational education of youth with handicaps be coordinated with the larger mission of P.L. 94-142, Part B of the Education of the Handicapped Act (EHA), thus the requirement for conformance with the individualized educational program.

Current Progress

Due to the apparent shutdown of the Vocational Education Data system (VEDS) in the early 1980's, despite clear information requirements in the 1984 Perkins Act, we have very little recent data on the number of students with handicaps being served in vocational education, or on the quality of the programs in which they are participating (although we understand some sampling information is forthcoming from the National Assessment of Vocational Education which is not yet in the public domain). As we stated in our testimony to this panel when the Perkins Act was in development, Mr. Chairman, it is only through precise and accurate information that we are able to make a year by year judgment relative to real as opposed to imaginary progress toward full participation by youth with handicaps. We need to know in what sort of programs youth are placed, and in how restrictive an environment. We need to know precisely what youth with handicaps are being prepared for in the world of work, and what cooperative agreements with business, labor and public employment programs are considering the needs of individuals with handicaps in a meaningful manner. We need to know not only enrollment rates, but drop out rates---and in precisely what types of programs. We need hard data on job placement and job retention. And we need data elements which are compatible with the data collected under the authority of Part B of the Education of the Handicapped Act.

We are, therefore, requesting once again more precise guidance from the Congress to the agencies with respect to information needed on an annual basis respecting all aspects of participation of individuals with handicaps. To achieve maximum attention and visibility for this crucial issue of full participation of individuals with handicaps in vocational education, and to provide the sort of comprehensive information and assessment which is clearly needed, we recommend that a report to Congress on the status of individuals with handicaps in vocational education be required in 1991.

Crucial Need

We do have information on the pressing need through data gathered annually under the Education of the Handicapped Act. Youth with handicaps require access to quality vocational programs that will provide them with the necessary skills for gainful employment. In the Tenth Annual Report to Congress on the Implementation of the Education of the Handicapped Act, data indicates that for all exiting students with handicaps aged sixteen or over, vocational services commanded the greatest percent of services needed by transitioning special education students.

Many special educators are recommending provisions in secondary programs for students with handicaps with much greater emphasis on functional, vocational, independent-living instructional programs to reduce the large numbers of students with handicaps that drop out of school programs to enter a work environment for the most menial wages. Disappointed by the lack of adequate community-based programs to serve special education students as they leave school, special educators are turning toward revamping secondary curricula within the schools in an attempt to hold students within the educational system and appropriately prepare them for the transition to working independence. Clearly, if this is the case, it is urgent that these students have full access to whatever vocational programs currently exist in their schools and communities, and that the programs are of sufficient quality to adequately prepare students with handicaps for jobs at competitive wages in today's workplace.

Set Aside

Mr. Chairman, for 20 years now the Council for Exceptional Children has been appearing before this Congressional panel to offer three basic concerns:

1. That occupationally specific vocational education is a crucial need for students with handicaps;

2. That too many of these same students do not have that opportunity;

3. That too many of the program offerings to which they do have access do not adequately prepare them for the world of work, i.e. students with handicaps have too often not been participants in such programs as cooperative education, apprenticeship programs, and merchandising and technical programs.

The provisions of the Perkins Act of 1984 were tailored to seriously address all three of these concerns. Again, although we don't have recent reliable information regarding the number of students with handicaps served in vocational education nationwide, past data (from 1974-1981) from the National Center for Education Statistics indicated that progress, though slow and limited, was being made in the number of youth with handicaps being served since the creation of the set-aside. In the absence of current data, we have talked in the last months to individuals across the country - to special education persons, to vocational education persons, to special needs vocational education persons, to persons doing specialized research and attendant data gathering in the special population areas. We have asked the question, "Is the trend continuing?" "Is the situation improving?" The answer has been a cautious but firm response in the affirmative, namely, that vocational education is making concrete progress in serving youth with handicaps.

With respect to the set-aside of 10 percent of funds under the Act for the vocational education of students with handicaps, we have asked these same individuals whether the set-aside should be retained. The answer has been a resounding "Yes." We have further asked whether the 50-50 match provision and the excess cost provision should be retained. The answer has again been "Yes."

We have further observed that key groups among our colleague organizations in the education community are calling for retention of the set-aside approach, examples being the American Vocational Association (AVA) and the Council of Chief State School Officers (CCSSO).

We have also observed that the President's Committee on Employment of People with Disabilities has called for retention of the 10 percent set-aside of funds for youth with handicaps in its report titled: "Special Report: An Examination of the Impact of the Carl D. Perkins Vocational Education Act of 1984 on Our Nation's Citizens with Disabilities." The same endorsement for continuation has been conveyed by the National Association of Vocational Education for Special Needs Personnel (NAVESNP).

Mr. Chairman, unless it can be clearly and convincingly evidenced that a better approach than the use of a set-aside is available toward achieving the full participation of students with handicaps, CEC remains firmly committed to the set-aside approach as a vehicle - however imperfect - to maximize the participation of exceptional youth in vocational education. In taking that position CEC is joined by its Division on Career Development.

Parenthetically, we have observed among practitioners in the field a general disinclination to change the basic rules for special populations so soon after implementation of the Perkins Act and at a time when vocational education overall is perceived to be in a state of flux and transition.

Other Features of the Perkins Act

We have already cited certain examples of important provisions respecting youth with handicaps contained in the "Carl D. Perkins Vocational Education Act of 1984." If a thorough revision of that legislation is being contemplated by this panel, CEC is most anxious that vital provisions beyond those just mentioned not be lost in the process.

A prime example would be the requirements contained in the current Section 204 of the Act, titled "Criteria for Services and Activities for the Handicapped and for the Disadvantaged." This section includes vital guarantees for youth with handicaps, such as equal access in recruitment,enrollment, and placement; equal access to the full range of vocational programs; provision for programming in the least restrictive environment; provision for vocational education as a component of the individualized education program as authorized in the Education of the Handicapped Act (EHA); provision for dissemination of information to students respecting opportunities available in vocational education at least one year prior to eligibility; and provision for counselling services designed to facilitate the transition from school to post-school employment and career opportunities.

Another prime example can be found in the current Section 423, titled "Information Base for Vocational Education Data System." Provision is made for data gathering nationwide in what is referred to as "four digit detail," specifically, total youth with handicaps enrolled in vocational education, enrollment by program, by type of instructional setting, and by type of handicapping condition. Assuming that the Congress will cause VEDS or some variation of VEDS to be in operation again, it is crucial that the Congress again authorize this breakout of data required, at a minimum.

Improvements

Every reauthorization of legislation offers, of course, an opportunity to design improvements, and we know that will be the case in this reauthorization of the vocational education statutes. In that spirit, there are numerous issues about which CEC remains totally open-minded and committed to continuing dialogue with the Congress and with our colleague organizations. Examples of such issues include:

- the relative matching responsibilities between the state and local recipients;
- the relative portions of special population dollars going to secondary vocational education, the area vocational schools, and the postsecondary community;
- whether there should be a certain amount of in-state flexibility in apportioning of funds under the special populations set-asides;
- whether a portion of the set-aside should be retained by the state for appropriate state-level activities;
- how linkages might be improved with the private sector, including commerce, industry, the burgeoning world of small business, the technological sector, and organized labor.

Parenthetically, an excellent example of the sort of meaningful improvement which can occur in the course of reauthorization deliberations can be found in the innovative "tech-prep" proposal introduced by U.S. Rep. William Ford of this committee. Mr. Ford proposes to authorize $200 million in demonstration grants for so-called "2+2" programs. Students would enter a vocational/technical track in their junior year of high school. Upon matriculation they would continue toward an associate degree at a community college or technical school. We congratulate Mr. Ford and look forward to discussing with him the potential for job preparation for youth with handicaps under his proposal.

Conclusion

Before closing, Mr. Chairman, permit us to simply cite further concerns and aspirations of the Council which may have been alluded to but not specifically stated.

- The removal of eligibility barriers which in effect discriminate against youth with handicaps.

- Intensified progress toward the achievement of the least restrictive vocational instructional setting for each participating youth with a handicap.

- A ratio of state/local dollars to federal dollars in vocational programing for students with handicaps which reaches the higher level of the state/local commitment for students overall in vocational education.

- Assurances that training and skills developed are truly occupationally specific, i.e. lead to meaningful employment. Unhappily, our review of merchandising and technical programs, for example, indicates that these programs continue to have the lowest representation of students with handicaps.

- Efficient interaction of special education, vocational education, vocational rehabilitation and job training systems at the federal, state and local levels.

- Promotion of cooperative and apprenticeship projects with organized labor and business for youth with handicaps targeted at the secondary level and focused on paid and supervised work-site experience before school matriculation.

- An organized approach to discovering the specific characteristics of effective vocational education programs for youth with handicaps containing a workable mechanism for national dissemination.

In summary, Mr. Chairman, we can only say, clearly and simply, that the quality of adult life for millions of our youth with handicaps beyond the school-age years is critically dependent upon the skills that they can realize through the major learning systems such as vocational education. The Council stands ready as an organization to provide every professional resource which it can command to assist you in the performance of your legislative duties.

Chairman **Hawkins**. Thank you. The next witness is Edwin Ferguson, Principal, William D. Ford Vocational/Technical Center, Michigan.

The Chair would like to announce that Mr. Ford had wanted to be present to introduce Mr. Ferguson, but unavoidably he was detained.

Due to the constraint in time, you may proceed, Mr. Ferguson. Thank you very much.

Mr. **Ferguson**. Thank you very much, and it is an honor to appear before you today, Mr. Chairman, representing my superintendent, Dr. Dennis O'Neil, and the American Association of School Administrators; partially representing the 18,000 superintendents from across our nation.

There are many problems facing the youth of America today. We've identified some in forums that were held regionally throughout the country.

We know that there's 13 percent unemployment among high school graduates that has remained consistent from 1980 through 1986.

Of the 2.5 million drop-outs in 1986, 27 percent remained unemployed. It's a tremendous problem and a great topic of conversation during the AASA forums that were held throughout the nation.

One of the forums was held at the William D. Ford Vocational/Technical Center. We want to say thank you to Mr. Ford for his appearance with us there.

There are seven concerns that grew out of these forums that we'd like to share with you and give you our recommendations.

The first and the most important to all of the forums were the set-asides. We're asking that set-asides be more flexible in terms of the way that they're set aside, and that they be distributed by a circuit-breaker. That is what the AASA is recommending.

I ask myself as a vocational director, "How would industry do it? How would industry deal with the set-asides that you currently have in the Act? Are we serving the population for which they are intended?"

The answer to that in my district is, "No, we are not serving the populations. There must be a better system in order to fund this, in order for the students to benefit from the services."

I know that from personal experience the city of Detroit has a great deal of difficulty with the match requirements and with the requirements of the set-asides. The combination of the two of them caused them to have a tremendous decline in services during the past five years to serve students in their district for handicapped and disadvantaged.

We do recommend that the circuit-breaker be implemented.

The distribution of funds is also a problem. The AASA recommends that the funds flow by a formula to school districts throughout the nation.

We also were concerned—the third concern of the American Association of School Administrators was secondary versus postsecondary programs. To that end, we are very supportive of Congressman William D. Ford's Tech-Prep "Two Plus Two" Bill. We think it is a great answer for the future of students that need to be involved in the reindustrialization of America.

From our own perspective in our own school system, the William D. Ford Vocational Center stands ready to help in any way we can for these students to continue on.

Currently, we have articulation agreements with community colleges in our area, both formal and informal. We've seen many success stories.

The truth is, though, that not all students will go on, and they'll need some type of encouragement to go on to postsecondary institutions.

We think the linkage with business and industry is important, especially when it comes to JTPA. We have currently, in our school system, have a grant from economic development funds, one of the set-asides in the Carl D. Perkins Reauthorization.

We combined these funds with JTPA funds and we were able to provide an economic development grant to a local industry that would not have located in our school system had they not had this opportunity for training. It was a very big plus for our school system.

When it comes to academics in vocational education, we think that that's a very important issue as well. I know, for example, that students that have been enrolled in our electronics program—of 49 students that enrolled two years ago in our electronics program, all but three of them have improved grade point averages as a result of their enrollment in our program.

In addition, the algebra scores for those students that took algebra, their algebra grade point average was higher than the other students that did not have electronics prior to taking the algebra course.

We also think that there's a system called "credit options" that should be implemented for students that are not successful in a regular program.

Many areas, we have one that's called "Manufacturing Technology," offers an opportunity for students to gain math and science skills as a result of their inclusion in the program.

We've worked with our academic counterparts in developing competencies that are consistent with their competencies, and we make sure that those are covered. We suggest that these credit options be issued to students.

The final one we want to present to you is staff development. We think that that is an important issue as well. We all know that we're involved in global competition and that our instructors need continual staff development.

Yes, it is the responsibility of the local school district to provide staff development for normal teacher improvement activities, but when it comes to technical updates, only through staff development can those people be—maintain technically proficient.

They attend, in my own school system, we attend about two to three technical update sessions per year for each instructor.

We thank you, Mr. Chairman, for the opportunity of presenting our views to you. If there's anything we can do to assist, we look forward to doing that, thank you.

[The prepared statement of Edwin Ferguson follows:]

STATEMENT OF

MR. EDWIN FERGUSON, PRINCIPAL
Substituting for

DR. DENNIS O'NEILL

SUPERINTENDENT

WAYNE-WESTLAND COMMUNITY SCHOOLS

WESTLAND, MICHIGAN

ON H.R. 7

AND THE REAUTHORIZATION OF THE
CARL D. PERKINS VOCATIONAL EDUCATION ACT

GIVEN ON BEHALF OF

THE AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

PRESENTED TO THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY & VOCATIONAL EDUCATION

THE HONORABLE AUGUSTUS F. HAWKINS, CHAIRMAN

U. S. HOUSE OF REPRESENTATIVES

WASHINGTON, D.C.

MARCH 16, 1989

Mr. Chairman and members of the Subcommittee, on behalf of the more than 18,000 local superintendents and school executives who are members of the American Association of School Administrators, I would like to thank you for giving me this opportunity to present AASA's views on the upcoming reauthorization of the Carl D. Perkins Vocational Education Act. My name is Edwin Ferguson and I am the principal of the William D. Ford Vocational/Technical Center in Westland, Michigan. I am substituting for my Superintendent, Dr. Dennis O'Neill, who is unable to leave Michigan today.

It is an honor to appear before you today, Mr. Chairman, and a special honor to appear before my Congressman, Bill Ford. We are indebted to both of you for your exceptional efforts over the years on behalf of education.

Mr. Chairman, according to Dr. Richard B. Freeman, Director of Labor Research for the National Bureau of Economic Research at Harvard University, employment in the U.S. expanded by 16 million jobs from 1979 to 1988, while the total number of new high school graduates shrank from 7.7 million in 1980 to 6.3 million in 1986. Yet, despite these new jobs in an economy that received fewer graduates each year to compete for the jobs, unemployment among the 2.5 million dropouts (aged 16-21) in 1986 remained at 27 percent, the same level of unemployment experienced by 3.4 million dropouts in 1980. Meanwhile, unemployment among high school graduates stood at a constant 13 percent in both 1980 and 1986.

Even in a better labor market (in which wages, admittedly, are at below the poverty level for young workers) young people who drop out of high school continue to have great difficulty in securing employment. Clearly, they need to remain in school to receive additional education and training. The Perkins Act, which has been a beacon of leadership for vocational education through the years, needs to be directed in such a way that it guides state and local vocational education programs to remedies that are of long-term assistance to these young people.

To prepare our recommendations for your reauthorization deliberations, AASA, in the fall of 1988, held a series of four regional working forums, to which we invited not only our members but also parents, parent advocates, state administrators, teachers, community college and university administrators, state and local education board members, U.S. Department of Education officials, members of your staff, and staff members from the Senate Education Subcommittee. We were honored to host one of those forums at the William D. Ford Vocational/Technical Center in my school district and especially proud that Congressman Ford and his staff took time from their busy schedules to actively participate and contribute their expertise to that meeting.

As the attached paper indicates, our forums and our AASA Federal Policy & Legislation Committee identified seven key issues which all agreed should be addressed during reauthorization. They are:

*Distribution of Funds;
*Set-asides for Special Populations;
*Secondary and Postsecondary Vocational Programs;
*Linkages with Business, Labor and JTPA;
*Articulation Between Vocational Education
  and Academic Programs;

*Evaluation and Accountability; and
*Staff Development.

No topic generated more discussion, Mr. Chairman, than the issue of the set-asides for special populations and how those funds are distributed. In order to assure that the purposes of the set-asides are achieved, those of us who administer local programs believe the Perkins Act should be made more flexible as to the specific amount of the set-aside for any one population. AASA recommends that states be given discretion about set-aside proportions based on student characteristics with assurances that no population will be denied service.

We would further contend that Perkins funds would best serve local needs and would vastly reduce the paperwork burden if they were distributed by means of some kind of "circuit breaker" formula that would allow those funds to flow directly to local schools that can demonstrate achievement gains among the special needs student populations. Another way of dealing with the set-aside issue that AASA recommends is to distribute funds on enrollment of set-aside category students.

The General Accounting Office (GAO) in its testimony to this Subcommittee last week indicated that under the current system of set-asides "some allocation mechanisms tend to direct money to more affluent communities and away from poor communities," because of inclusion of "nonpoor academically disadvantaged students", and because "disadvantaged and handicapped population funds, allocated by statutory formulas and returned to the states by some eligible recipients, can be reallocated from poor to wealthier communities."

At Wayne-Westland we are presently operating two set-aside programs, a special needs program for handicapped and disadvantaged students, and a sex equity program. The complex set-aside forumla in the present Perkins Bill does not significantly impact on our students at this time. But under increased budget constraints at our local district, and because of the way the Perkins Bill set-aside mechanism works, we will be forced to cut back services, depending upon which group of special needs students--disadvantaged or handicapped--meets the requirements of the funding formula. By allowing a greater flexibility in the formula, there would be fewer interruptions to the delivery of services. We believe the same would hold true for larger districts. Greater flexibility in the set-aside formula would allow those districts to be able to better utilize their local resources for a greater impact on a larger number of students.

Our special needs program is unique in our state in that we offer support to both secondary students and adults. Our Center, the William D. Ford Vocational/Technical Center, integrates adults into all of our classes in seven sections of day and evening programs. In all of these sections support services help our students succeed where they may previously have failed. Specifically, we provide additional guidance and counseling; computerized interest and aptitude testing, special reading and math supportive services, and teacher assistance in programs where there is a high population density of special needs' youth and adults. Much of our supplemental instruction for these at risk youths and adults includes computer-aided instruction and one-on-one special help.

In our sex-equity efforts we have been able to positively impact non-traditional enrollment in most vocational programs and continue to make progress in real numbers. Our 1987-88 follow-up survey data shows a 240 percent gain in non-traditional role completers, including both secondary and adult.

A principal source of AASA's concern is the matching funds requirement, by specific category, contained in the current law. Perkins Act funds are significantly overmatched by state and local funds in Michigan and throughout the nation. In my district we expend ten dollars of state and local vocational education funds for every one dollar received from the federal government. Why should my district be required to further match--by special funding category--with additional funds, when we are already making that effort for the total program?

To require us to categorically match dollar for dollar does expand our program, which we presume is the objective of the matching requirement. However, our district--like most "in formula" Michigan districts--("in formula" means we are eligible for state aid) is facing monumental budget difficulties. Not only the districts in our state, but public school districts around the nation are facing the same budget problems. In Wayne-Westland we want to continue to offer quality vocational programs, but the match requirement may be too expensive and may force us to curtail much needed services. AASA recommends that LEA's with problems matching set-aside programs be given waivers, particularly urban systems that have enormous problems and cannot generate matching funds. Changing the match requirement would help insure the continued operation of our current program and would provide resources to deliver the educational component for constantly changing technology.

Another of our main concerns at AASA is how to better link the vocational education program with the regular academic program. AASA recommends that the linkage be formed within the curriculum of each school district rather than being imposed by the state. Let me tell you how about our facility, and how we integrate academic coursework into our program, as well as how we serve adults.

In nearly all of the programs in operation at the William D. Ford Center we emphasize academics. In Electronics, for example, the principles of math and physics are an integral part of the curriculum. And our students in that program make math achievement gains. For example, of 49 students enrolled in high school two years ago, all but three showed an increased grade point average in their academic courses after enrolling in our Electronics program. And all students that took high school algebra achieved above average grades, if they had Electronics prior to taking algebra.

In our new Business Technologies Curriculum, there is a great deal of emphasis upon language and communications. Our initiation of a Manufacturing Technology Curriculum has common elements of math and science, with specific chemistry components that meet advanced academic course requirement objectives.

These two new technology programs, Business and Manufacturing, use a cluster approach. They combine traditional vocational-technical programs into a cluster of skills. In Manufacturing Technology we have combined computer-aided drafting (CAD) with computer-aided manufacturing (CAM) and Industrial Electronics. This combination of skills broadens the program and provides better job-readiness skills. In our Business Program we have combined the traditional skills of Secretarial, Data Processing, Accounting and Computing, and Desk-top Publishing into one program that offers more comprehensive and varied opportunities for youth and adults. Both of these programs will articulate with any post-secondary program where the same skills are taught. The federal share of investment in these programs helped us to convince our local voters to approve the bond issue which matched the federal funds.

The federal incentive dollars for program development have allowed us to expand our program offerings, create a better training environment and stress high academic standards. Our services to adults include a linkage that is encouraged and appreciated by our local and regional auto companies and their labor unions. We take adults in any of our seven shifts starting at 8:00 a.m. and going through 10:30 p.m. Each program has a designated session which totals 9.1 to 12.5 hours of instruction per week. We have adults from all walks of life and all ages seeking specific job training. They find our facility particularly appealing, because of our high-tech equipment and outstanding instructional staff. The number of adults in our center is equal to the number of secondary students, and we may soon have a larger adult population. Many adults will seek additional training beyond high school, and our linkage to the postsecondary infrastructure is critical.

Needless to say, we are also strong supporters of H.R. 22, the Tech-Prep Education Act authored by Congressman Ford. AASA recommends that the provisions of H.R. 22 be included in the new Vocational Education legislation. That bill will help the Wayne-Westland School District link with additional post-secondary training at such institutions as Wayne County Community College, Schoolcraft Community College and Henry Ford Community College. Articulation would mean a great deal to our students and would encourage them to continue on in their pursuit of new programs. Students who might not otherwise attend a postsecondary program would be encouraged to do so.

As educators concerned with the welfare of all young people, we are troubled over persistently high drop out rates amoung our charges. School reform and its emphasis on excellence has brought many needed changes in local schools. But what about young people who do not plan to move on to college? What can the federal government do to help us retain the embarrassingly high numbers of our youngsters who drop out? How can we construct a program that offers them hope for a better future in the work force? How do we preserve our most valuable natural resource, our youth?

Our experience at the William D. Ford Vocational-Technical Center demonstrates that we are able to meet the needs of the college prep students, as well as prepare for the "world of work" those students who are not pursuing the higher academic demands of college after high school. In addition, because of our fine facility, we have been able to attract adult students from all areas of the community, representing many agencies. For example, we presently are the only secondary institution in western Wayne County that enrolls JTPA students in training. Approximately 100 adults currently attend any one of our many shifts available to students. A few are integrated with our secondary students, but most attend afternoon and evening classes. We also operate, for the Michigan Department of Social Services (MDSS), a special short term project that places students into a vocational program for specific competencies. I will leave with the Committee a broachure that depicts the various agencies to which we provide services. We make every effort to operate the Center as many hours as possible and for as many groups as possible.

We appreciate your efforts, Mr. Chairman, and stand ready to assist in any way we can to help improve the educational benefits of the Perkins Act and thereby help improve opportunity for all our citizens. Attached to my testimony, Mr. Chairman, are the official Vocational Education recommendations of the American Association of School Administrators. Thank you.

AASA RECOMMENDATIONS

1. Distribution of Funds

The Carl D. Perkins Vocational Education Act distributes its funds to state education agencies, which then determine how much of the state allocation should be distributed to local education agencies.

AASA recommends that federal education funds generally be distributed by a federal formula to local education agencies. However, we recognize that exceptional cases may arise which make allocation through state agencies appropriate.

2. Set-asides for Special Populations

The Perkins Act sets aside 57 percent (Part A) of the Title II basic grant funds for programs to meet the special needs of identified populations. The remaining 43 percent (Part B) of the basic grant funds are used to expand, improve and update vocational education as a whole. The 57 percent is divided as follows: 22 percent for disadvantaged, 10 percent for handicapped, 12 percent for adults, 8.5 percent for single parents and homemakers, 3.5 percent for elimination of sex bias, and 1 percent for the incarcerated. The AASA Vocational Education Forums noted that every state does not have the same proportion of special needs students in each category and called for less rigidity in set-asides.

AASA recommends that the formula for distribution between Parts A and B be changed to 50 percent for each part. We further recommend that any new funds added above the FY 1989 appropriation level for the Perkins Act should be directed to Part B only.

AASA recommends that states be allowed complete discretion in determining the percentages for each of the special populations identified in Part A, as long as the state can demonstrate these special students are being served.

AASA recommends, with respect to the current matching requirement for set-aside funds, that Congress spell out the specific circumstances by which local recipients may receive a partial or complete waiver from meeting the match, based on local financial need.

AASA recommends that the list of allowable expenditures under Part B be simplified, provided that acquiring equipment remains an allowable expenditure.

3. Secondary and Postsecondary Vocational Programs

The Perkins Act reserves a minimum of 12 percent of the Title II state grant for adult training and retraining, but does not require that these programs be operated by postsecondary institutions. The law also allows each state to decide which state agency shall administer the vocational education program. The AASA Forums agreed that the sole state agency should be retained and saw a need for better coordination between secondary and postsecondary vocational education programs.

AASA recommends that the current law provisions for the adult training reservation be retained.

AASA recommends that Congress enact the "Tech-Prep" legislation, which is authored by Rep. William Ford (D-MI) and would promote integration of secondary vocational training with postsecondary technical education. We further recommend that this legislation include a local coordinating body, with representatives from appropriate constituencies.

4. Linkages with Business, Labor and JTPA

The Perkins Act, to enhance coordination between vocational education and other occupational training programs, particularly the Job Training Partnership Act (JTPA), requires cross-membership on voc. ed. and JTPA advisory councils and JTPA review of state plans and local applications. The AASA Forums agreed that more coordination with other training programs is necessary.

AASA recommends that responsibility for administering all job training-related education programs and delivery of all job training-related education services must rest with the local educational agency. This is necessary to prevent duplication of services.

AASA recommends that the current law on state vocational education advisory councils be retained.

5. Articulation Between Vocational Education & Academic Programs

The Perkins Act addresses the need for vocational education to teach general occupational and basic skills. The AASA Forums recognized that the education reform movement has placed greater demands upon vocational programs, particularly with respect to the teaching of basic and higher order academic skills.

AASA recommends that the definition of vocational education be amended to include the teaching of broadly transferable skills that integrate vocational or technical skills, basic skills, and workplace skills.

6. Evaluation and Accountability

Section 113 of the Perkins Act requires states to annually evaluate at least 20 percent of the eligible recipients funded under the Act, with each state developing its own measures for evaluating program effectiveness. The AASA Forums were critical of the lack of quality national data on program effectiveness and agreed that programs must demonstrate postive outcomes.

AASA recommends that Congress mandate a national vocational education needs assessment.

AASA recommends that local educational agencies be given the flexibility to choose among a variety of outcome measures, which should be broad enough to reflect the range of future plans of vocational education students.

7. Staff Development

The Perkins Act requires states to use an unspecified amount of their Part B funds for preservice and inservice training of vocational education personnel. The AASA Forums generally sought more emphasis on staff development.

AASA recommends that the staff development provisions of the current law be retained.

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Chairman **Hawkins**. Thank you, Mr. Ferguson. The next witness is Jill Miller, Chair, National Coalition for Women and Girls in Education.

Ms. **Miller**. Thank you. Good morning, I am Jill Miller, Chair of the National Coalition for Women and Girls in Education, and also the Executive Director of the Displaced Homemaker's Network.

The coalition represents over 60 diverse national organizations committed to expanding equity for women and girls in all aspects of education.

We worked closely with this committee during the authorization of the Perkins Act in 1984 and welcome the opportunity to share our views as you work to improve the vocational education system through reauthorization.

The sex equity set-asides, which are the focus of our testimony, are the end product of a carefully crafted bipartisan compromise that recognizes the critical need to ensure that women and girls have access to quality vocational training.

After four years of closely monitoring the implementation of these set-asides, the coalition believes strongly that they're as critical in 1989 as they were in 1984, and that they have been very effective.

Preparing women for the work force has never been more important. Projections from the Department of Labor and others indicate that between now and the year 2000, almost two thirds of the new entrants to the work force will be women.

Ensuring that women have skills which can contribute to America's economic well-being, and to the economic security of their families is imperative. Vocational education programs are an important component of this equation.

Historically, vocational education has contributed to and reinforced occupational segregation by sex in the labor market.

Women and girls have been tracked into education and training for low-wage, dead-end jobs in female-dominated occupations.

Women and the families they support are increasingly at risk of living in poverty, without access to education and training, as well as support services, many women find themselves among the working poor.

Yet access alone is not enough. Our commitment is full of access to quality vocational education for women and girls. In order for the access to be a meaningful goal, it must open the door to an opportunity worth having.

The sex equity and single parent/homemaker set-asides are key to this opportunity. In the past four years we have learned much about the many fine programs that have been especially designed to meet the needs of women and girls, and about the problems the programs have faced, as they attempt to address the unique and pressing needs of this population.

In a recent survey of state sex equity coordinators, we found that single parent/homemaker programs had served more than 200,000 individuals in 1988 alone. Nearly three quarters of the women served have an annual household income of less than $10,000 when they entered the programs. More than 40 percent had incomes of less than $5,000.

The data we have been able to gather clearly indicates the high level of need for and the use of these critical services. But nothing conveys the needs of program participants more strongly than the voices of the women themselves.

A woman from Pennsylvania writes: "In 1986, I had a heart-attack and my marriage of 32 years fell apart. I could have found myself on the relief rolls, if not for New Directions, but now I intend to graduate from the community college in 1990 and become an employed, self-supporting, tax- paying citizen."

From Anaheim, California: "I'm a pregnant teenager, soon to be a single parent. This program helped me start on the most direct path to a career I never imagined would be open to me—commercial art. The assistance with transportation and child care will mean I can go ahead with getting myself into a career that will support me."

From the rural community of Golden, Colorado: "Two years ago, I was buying my food with food stamps, two tiny children waiting in the shopping cart. It had been 20 years since I'd been in school. Thanks to this program today I started my second week on my new job at the School of Mines. I cannot find words to explain how good it feels to have a challenging job and to be working for a fair wage. Suddenly, I feel like someone again."

The Coalition has received over 3,000 personal letters that illustrate how dramatically the programs funded by the set-asides can change people's lives.

I would like to submit these letters to you, Mr. Chairman, for the hearing record so that you and other members of this subcommittee can share our satisfaction in seeing how well the programs have worked.

Without continued Federal leadership the coalition believes that special populations would not receive the vocational services that they need.

I feel that it's important to address an issue which has drawn much attention since the reauthorization process began. Much of the discussion is focused on the issue of flexibility, and states' desires to allocate funds based on their own determination of their needs.

We share their concern, and it's not a goal to place undue responsibilities on state administrators. Yet, administrators are not the only individuals who are affected by the set-asides. It's important to weigh the burden of complying with the requirements of the set-asides, against the benefits that have been derived by thousands of women and girls who have participated in these programs.

In the interest of improving the already successful programs we offer the following recommendations: Reauthorize the provisions of the sex equity provisions at no less than the current 3.5 set-aside and 8.5 set-aside; require that states distribute the set-aside funds on a request-for-proposal basis; require that a full-time sex equity coordinator be appointed to administer both set-asides; add language to the set-aside provisions specifying that pre-vocational services and comprehensive support services be made available as needed to potential and current participants; require that the sex equity coordinator develop data collection procedures appropriate to the target populations being served; strengthen the language of the set-asides to ensure that community-based organizations can be eligible service providers under the law.

We are confident that these excellent programs can be further improved, and we encourage the committee to focus on methods of increasing the already impressive effectiveness of the set-asides.

The National Coalition for Women and Girls in Education stands ready to assist in this important effort. Thank you.

[The prepared statement of Jill Miller follows:]

TESTIMONY

OF

THE NATIONAL COALITION FOR WOMEN AND GIRLS IN EDUCATION

BY

JILL MILLER, CHAIR

before the

Elementary, Secondary and Vocational Education Subcommittee

Committee on Education and Labor

U.S. House of Representatives

March 16, 1989

Good morning. I am Jill Miller, Chair of the National Coalition for Women and Girls in Education and Executive Director of the Displaced Homemakers Network. The Coalition represents over 60 diverse national organizations committed to expanding equity for women and girls in all aspects of education. We have had the privilege to work with many of the members of this subcommittee on the Higher Education Amendments of 1986, the Civil Rights Restoration Act and many other issues of importance to women. The Coalition's Vocational Education Task Force has a long history of working to improve the quality of vocational services. We worked closely with this committee during the authorization of the Carl D. Perkins Act in 1984 and welcome the opportunity to share our views as you work to improve the vocational education system through reauthorization.

The Perkins Act represents a dramatic shift in policy in vocational education. In passing Perkins, Congress determined that federal dollars for vocational education should be targeted to programs for those who had traditionally been underserved by the vocational education system. Perkins provided the largest commitment of federal funds for educating women and girls in the nation's history. Funds were targeted through two set-asides: 3.5% for sex equity and 8.5% for programs for single parents and homemakers.

These programs are the focus of the Coalition's testimony. The set-asides are the end product of a carefully crafted, bi-partisan compromise that recognized the critical need to ensure that women and girls have access to quality vocational training. After four years of closely monitoring the implementation of these set-asides the Coalition believes strongly that they are as critical in 1989 as they were in 1984 and that they have been very effective.

Preparing women for the work force has never been more important. Projections from the U.S. Department of Labor and others indicate that between now and the year 2000, almost two-thirds of the new entrants to the work force will be women. By 2000, women will comprise nearly half of the nation's labor force; 80% of women ages 25-54 will be working. Ensuring that women have skills which can contribute to America's economic well being and to the economic security of their families is imperative. Vocational education programs are an important component in this equation.

The future of the American economy depends on an increasingly better educated work force. For the first time in U.S. history, a majority of all new jobs will require education or training beyond high school. Technology will alter the ways in which jobs are performed. An understanding of basic technologies, as well as analytical, problem-solving, math and communications skills, will be requirements for nearly every job. However, for many women, technical skills are not built into their educational programs. Historically, vocational education has contributed to and reinforced occupational segregation by sex in the labor market. Women and girls have been tracked into education and training for traditional female occupations, such as clerical, retail and service trades, while men and boys have been trained for higher-paying technical, construction and manufacturing occupations. Currently, a full 70% of female secondary vocational school students are enrolled programs leading to traditional female jobs. In effect, vocational education has largely trained women for low-wage, dead-end jobs in female-dominated occupations.

Women and the families they support are increasingly at risk of living in poverty. Without access to education and training, as well as support services, many women find themselves among the working poor. According to the Senate Budget Committee, 43% of women workers are currently in jobs that pay below poverty-level wages (compared to 27% of men). Two of every three minimum-wage workers are women. Sex segregation in education and training as well as in the labor market contributes greatly to the disproportionate poverty of women. Assuring women and girls access to a broad spectrum of vocational education is essential to reducing occupational segregation by sex, as well as being an investment in our economic future.

Yet access alone is not enough. Our commitment is to full access to quality vocational education for women and girls. In order for access to be a meaningful goal, it must open the door to an opportunity worth having.

Employers tell us -- as do thousands of program graduates as they move into a demanding and competitive work force -- that to learn an isolated set of skills is not enough. Today's workplace demands an understanding of all aspects of an industry, and the ability to relate industry to the community. If the vocational education system is serious about preparing individuals for meaningful work, this concept must be made integral to all vocational education programs.

It is access to a full range of quality vocational education that the women and girls of this nation need. For teen parents with no job skills, single parents on welfare trying to become self-supporting, displaced homemakers facing the job market for the first time, and girls hoping to earn a living wage for themselves and their families, a vocational education program can offer a lifelong set of skills that can provide economic self-sufficiency in a changing labor market. Without this opportunity, these women will instead face a future of almost certain poverty and dependence.

The sex equity and single parent/homemaker set-asides are the key to this opportunity. Each of these set-asides has made possible the widespread delivery of services that are vital to the success of women and girls in vocational education programs.

As you work to improve the vocational education system and to refine the Perkins Act, the effectiveness of the set-asides is a critical question. NCWGE and individual coalition organizations have carefully monitored the implementation of the set-asides through research projects and meetings with service providers and sex equity coordinators.

In the past four years, we have learned much about the many fine programs that have been specially designed to meet the needs of women and girls, and about the problems the programs have faced as they attempt to address the unique and pressing needs of this population. In a recent survey of state sex equity coordinators, we found that the single parent/homemaker programs served an estimated 212,312 individuals in 1988 alone. In the states reporting, a full 80% of their participants had at least one dependent child -- more than one-third had at least one child under age six. Nearly three quarters of the women served had annual household incomes of less than $10,000 when they entered the programs; 41% had incomes of less than $5,000.

From a 1987 report prepared by the Displaced Homemakers Network, we know that less than half of all displaced homemakers have completed high school, and only 52% of the nation's single parents have high school diplomas. Over 40% of all displaced homemakers are living below the poverty level; minority displaced homemakers are nearly twice as likely as their white counterparts to be poor. Finally, the sheer numbers of these populations demand continued attention. There are nearly 11.5 million displaced homemakers and over 6.5 million single parents nationwide.

Clearly, the circumstances of these women's lives require well-targeted assistance to help them succeed in a vocational education program. The demand for the services offered by the single parent/homemaker programs is great. States reporting indicated that 40% of their participants received personal counseling; 69% received career and educational counseling; 41% received pre-employment preparation services; 10% received other support services; 27% received life skills development services and all received referrals to additional services not provided directly by the programs. These critical services allowed the women who received them to enroll and succeed in vocational education and training programs.

The sex equity programs have also reached thousands of young women and girls. In every state, these programs have provided vital services, including teacher training, outreach, direct services to school districts, curriculum development, counseling and assessment and research.

The data we have been able to gather clearly indicate the high level of need for and use of these critical services. But nothing conveys the needs of program participants more strongly than the voices of the women themselves. The data represent real women whose lives are affected by the program these dollars fund. I would like to read to you some of the comments of program participants who have written to us.

A woman from Pennsylvania writes, "In 1986 I had a heart attack. I also have degenerative osteoarthritis and I live in constant pain. After my heart attack, my marriage of 32 years fell apart. I could have found myself on the relief rolls, if not for New Directions. But now I intend to graduate from the community college in 1990 and become an employed, self-supporting tax-paying citizen."

From Anaheim, CA: "I am a pregnant teenager, soon to be a single parent. This program helped me start on the most direct path to a career I never imagined would be open to me -- commercial art. The assistance with transportation and child care will mean I can go ahead with getting myself into a career which will support me."

Another woman writes, "I am a widow, living on Social Security, almost 60 years of age. The instructors and employers involved with this program have helped raise my self-esteem. These programs have helped me so much..."

From the rural community of Golden, CO: "Two years ago, I was buying my food with food stamps, two tiny children waiting in the shopping cart. It had been 20 years since I had been in school. Thanks to this program, today I started my second week on my new job at the School of Mines. I cannot find the words to explain how good it feels to have a challenging job and to be working for a fair wage and good benefits. Suddenly I feel like someone again!"

A woman in Connecticut writes, "At age 62, after 20 years of marriage, divorce was the last thing in the world that I wanted. I was recuperating from a serious operation and did not drive. Divorce had placed me in the lower income bracket. The program at the YWCA gave me the support and skills I needed. Today I am self-sufficient. I drive and have a good job and a good life."

The Coalition has received over three thousand personal letters that illustrate how dramatically the programs funded by the set-asides can change people's lives. I would like to submit these letters to you, Mr. Chairman, for the hearing record, so that you and other members of this subcommittee can share our satisfaction in seeing how well the programs have worked.

There has been measurable progress in improving services to women in vocational education, encouraging nontraditional enrollment and serving single parents and homemakers. Equally important, though harder to quantify, is the impact of the exposure to non-traditional occupations for girls and the training for teachers.

Remedial education; assessment; career and personal counseling; classroom and hands-on training; assistance with child care, transportation, tuition and other expenses; preparation for non-traditional jobs; parent effectiveness training; literacy; GED preparation; resume writing; job readiness training; placement assistance -- tools for building a solid future -- this is what the sex equity and single parent/homemaker set-asides make possible. The services provided by the sex equity and single parent/homemaker programs remain critical to thousands of women and girls. The individual faces change, but the pressing need of women and girls for access to quality vocational education remains. Each year, thousands rely on the programs funded through these set-asides that are often the only door to economic self-sufficiency.

Without continued federal leadership and targeted federal dollars, the coalition believes that special populations would not receive the vocational services they need. Prior to the passage of the Perkins Act in 1984, a National Institute of Education study found that less than 1% of all state basic grant money was spent for displaced homemakers, support services for women seeking to enter nontraditional vocational education fields, and child care. Only 0.2% of all state and local matching funds went for these purposes. The 1981 study concluded that most states used "paltry sums," made only a token gesture towards providing services for displaced homemakers, and relied on "symbolic gestures," instead of providing real incentives for encouraging nontraditional enrollment. However, since 1984 the number of programs serving displaced homemakers has risen from 435 in 1984 to over 1000 in 1989.

It took Congressional leadership and federal dollars for most states to specifically address the special needs of women and girls. Because states have not taken the initiative to serve women and girls in the past, we are extremely wary of proposals which eliminate or diminish the effectiveness of the set-asides. Without federal priorities, and dollars, we believe that states could not afford to, or would not choose to, commit the resources needed to reverse decades of discrimination against women in vocational education.

The immense contribution that these programs have made to the lives of countless women and girls -- and to the economic well-being of our nation -- is to be applauded. It is imminently clear that the set-asides are working. Our challenge during the reauthorization process is to find ways to make these effective programs work even better.

But first, I feel it is important to address an issue which has drawn much attention since the reauthorization process began. Much of the discussion around the set-asides has focused on the issue of flexibility and states' desire to allocate funds based on their own determination of the needs of their state. We share their concern and it is not our goal to place undue responsibilities on state administrators. Yet administrators are not the only individuals who are affected by the set-asides. It is important to weigh the burden of complying with the requirements of the set-asides against the benefits that have been derived by the thousands of women and girls who have participated in these programs.

These women have turned vocational training into paychecks earned, rent paid, groceries purchased, taxes paid and dreams of a better life realized for themselves and their families. And younger women and girls have had their career horizons broadened through vocational exposure and have been given opportunities that were not previously within their expectations or reach. In this light, the benefits of access to quality education for women and girls -- and the subsequent benefits to the communities and labor markets of which these women are a part -- far outweigh the inconvenience the administrative requirements of the set-asides may present.

We believe that some of the administrative difficulties can be resolved, but not by weakening the set-asides. The best way to resolve the problem lies within the legislation as carefully developed by the Congress in 1984, in which sex equity coordinators are clearly designated as those who should administer the 8.5% and 3.5% set-asides. Our research shows that states with the most effective equity programming are those in which the sex equity coordinators are administering the set-asides as intended by Congress. We strongly believe many of the administrative difficulties reported by state administrators would be alleviated by permitting the sex equity coordinators to do their jobs -- that is, to have full administrative responsibility and authority for the implementation of both set-asides.

The proposed provision in HR 1128 that would allow a state to transfer up to 20% of the funds from one set-aside to another could be devastating to the women and girls who depend on programs funded through the set-asides. The provision encourages the arbitrary shifting of funds for the sake of administrative convenience or political expediency. Already, there are far more individuals who need the services of the set-aside-funded programs than there is money to serve them. Rather than looking for ways to diminish the Perkins Act's commitment to these special populations, we should instead be focussed on increasing that commitment.

Let me reiterate -- the set-asides are working. The task before us is to work together to make them even more effective in their vital mission. In the interest of improving these already successful programs, we offer the following recommendations.

Legislative Recommendations

1. Reauthorize the provisions in the Carl D. Perkins Vocational Education Act setting aside no less than 3.5% of the basic state grant funds for sex equity programs and 8.5% for single-parent and homemaker programs.

Rationale: States have made exemplary use of Perkins funds to help women and girls obtain the skills needed to be productive in today's economy. As current and projected economic conditions mandate increased participation by women in the work force, it is increasingly important that federal employment and training programs be designed to meet their needs.

2. Require that the states distribute 8.5% and 3.5% set-aside funds on a request-for-proposal basis.

Rationale: We have found that when funds are allocated by formula some areas receive too few funds to use them effectively, and guidelines on how the funds should be used often are not issued or are not enforced. The findings of the National

Assessment of Vocational Education (NAVE) concur. Noting that the median award of sex equity funds to school districts is $3,600 and that three quarters of awards are for $9,400 or less, NAVE concluded that "most grants designed to promote sex equity are too small to carry out any but the most marginal activities." In many cases, the result of formula allocation at the state level is that the intent of the law is not fulfilled. Distribution of funds through a request-for-proposal process would ensure that the recipients of the funds receive enough money to implement the set-asides. In addition, this process would promote greater accountability for the use of funds by grant recipients.

3. Require that a full-time sex equity coordinator be appointed to administer both set-asides. The sex equity coordinator(s) should have full administrative authority over the set-asides, and accordingly, should be required to develop an annual plan for the use of the set-aside funds based on the required needs assessment, manage the request-for-proposal process, distribute the funds, monitor progress and evaluate outcomes for both set-asides. To achieve this the law should, in the provisions for each set-aside, assign these specific responsibilities to the sex equity coordinator(s). These responsibilities should also be included in the list of sex equity coordinator functions listed in Title I of the Perkins Act. The provision proposed in HR 1128 that would eliminate the

requirement that the sex equity coordinator devote full-time efforts to that job should be dropped. The provision that would allow the state director of vocational education the discretion to decide whether and to what extent the sex equity coordinator would have a role in administering the 8.5% set-aside should also be dropped.

Rationale: There has been much debate and confusion about what the term "administer" means with respect to the sex equity coordinators' responsibilities. The concept of administration must be clarified to ensure that quality services are delivered to the targeted population. The measures we suggest will accomplish this.

There is evidence that in some states sex equity coordinators are excluded from decision-making processes about funding. In addition, they have had significant portions of their responsibilities "delegated" to other staff without their approval and without being given supervisory authority over such staff. Sex equity coordinators are seldom given access to adequate support staff needed to carry out their administrative duties effectively. Such practices serve to circumvent the sex equity coordinators' administrative authority and defeat the purpose of this portion of the Act.

The aforementioned provisions proposed in HR 1128 would only compound this undermining of the sex equity coordinators. The duties involved in this position clearly require not only the full-time efforts of the sex equity coordinator, but the assistance of support staff as well. Further, allowing the state director to decide to limit or eliminate the 8.5% set-aside from the sex equity coordinator's jurisdiction would fragment and weaken services to women and girls under Perkins. In fact, both of these proposed departures from current law move in exactly the opposite direction of what would most benefit women and girls. We urge that these provisions be dropped.

4. Add language to the 3.5% and 8.5% set-aside provisions specifying that pre-vocational services and comprehensive support services be made available as needed to potential and current participants. Drop the proposed provision in HR 1128 that would remove non-vocational counseling from the list of allowable services under the 8.5% set-aside. Add clarifying language to the 8.5% set-aside provision to include adult dependent care as an allowable support service.

Rationale: Some states have taken the position that pre-vocational services and support services such as child care are not allowable under the Act unless an individual is already enrolled in a vocational education program. This prevents many women from entering a vocational education program because they cannot receive the services they need to enroll. Some states have even precluded such services until a program participant has completed part of a vocational education program. In general, without pre-vocational and support services, many women are unable to participate at all.

Counseling services currently provided through 8.5% programs include life skills development, personal counseling and support groups -- services that are essential to the women who participate in these programs. Displaced homemakers and single parents face many difficult barriers to employment that result from their unique experiences. Vocational counseling alone cannot address these barriers. In order for these women to participate and succeed in vocational education programs, they must have vocational and other counseling services.

Current language in the 8.5% set-aside provision allows for child care, but not adult dependent care -- an important need for many mid-life and older women. The suggested language will correct this oversight.

5. Require the Department of Education to conduct biennial (once every two years) oversight visits specifically to examine the implementation of the sex equity provisions. Based on these findings, the Department of Education should provide technical assistance and/or take corrective action to address any violations. If necessary, the Department should fund appropriate personnel to accomplish this.

Rationale: Our sixteen-state research indicates that in many respects the intent of the law is not being fulfilled and little or no action is being taken to correct the discrepancies between the intent of the law and the practices within states. As a result, we believe that this provision is necessary to document violations and to ensure that corrective action is taken.

6. Require that the General Accounting Office conduct a study to determine whether states are complying with the assurance that special consideration be given to displaced homemakers and those with the greatest financial need when using funds allocated for single parents and homemakers.

Rationale: Little evidence was found to suggest that states give any special consideration to displaced homemakers and those most in need. A GAO study would identify those states that are not in compliance with the assurance.

7. Require that the sex equity coordinator develop data collection procedures appropriate to the target populations being served by the set-asides. The procedures should provide information about program services and outcomes as well as who is being served.

Rationale: This requirement will promote effective evaluation of both needs and services.

8. Strengthen the language in the 3.5% and 8.5% set-aside provisions to ensure that the services under these set-asides can be provided by community-based organizations that have demonstrated effectiveness in serving the targeted populations.

Rationale: This would eliminate the practice of states limiting or excluding community-based organizations from receiving set-aside funds. At the same time, it would help ensure that only those community-based organizations capable of effectively serving the targeted populations would receive funds.

9. Require that no portion of student financial aid received by a student be counted as income or resources in determining eligibility for any other assistance program funded in whole or in part by federal dollars.

Rationale: Under current law, the Food and Nutrition Service (FNS) counts student financial aid administered through Perkins Title II-A as income in determining eligibility for food stamps. In addition, FNS penalizes single parents who are less than full-time students by counting their supplemental child care and transportation monies against their food stamp allotment. The result is that financially disadvantaged single parents are forced to choose between a decrease in their food stamp allotment and attending their local community college. This is contrary to Perkins' stated purpose of bringing more women into the vocational education system.

We are confident that these excellent programs can be further improved. We urge the Committee to focus on methods of increasing the already impressive effectiveness of the set-asides. The National Coalition for Women and Girls in Education stands ready to assist in this important effort. Thank you.

The National Coalition for Women and Girls in Education

American Educational Research Association - Women's Research Committee
American Association of School Administrators - Office of Minority Affairs
American Association of University Professors
American Association of University Women
American Civil Liberties Union
American Council on Education - Office of Women in Higher Education
American Educational Research Association
American Home Economics Association - Research, Development
  & Community Relations
American Jewish Congress
American Psychological Association - Committee on Women in Psychology
Association for the Advancement of Science - Office of Opportunities
  in Science
Association of American Colleges Project
Association of Junior Leagues
Board of Education - City of New York
Center for Women Policy Studies
Children's Defense Fund
Coalition of Independent College and University Students
Council of Chief State School Officers - Resource Center
  on Educational Equity
Council on Postsecondary Accreditation
Disability Rights, Education and Defense Fund
Displaced Homemakers Network, Inc.
The Equality Center
Federation of Organizations for Professional Women
Girl Scouts of the United States of America
Girls Clubs of America
League of Women Voters of the United States
LULAC National Education
Maryland State Dept. of Education
National Academy of Science
National Association for Girls and Women in Sports
National Association for Women Deans, Adminstrators, & Counselors
National Association of College Admission Counselors
National Education Association
National Coalition on Older Women's Issues
National Commission on Working Women
National Council of Administrative Women in Education
National Council of Negro Women
National Coalition for Sex Equity in Education
National Federation of Business and Professional Women's Club
National Organization for Women
National Women's Law Center
National Women's Political Caucus
Project for Equal Education Rights
70,001, Inc.
Sociologists for Women in Society
Southern Coalition for Educational Equity
United Church Board for Homeland Ministries
United States Students Association
Women's Equity Action League
Women's Legal Defense Fund
Wider Opportunities for Women, Inc.

Chairman **Hawkins**. Thank you, Ms. Miller. The next witness is James Oglesby, the President-Elect of the National School Boards Association.

Mr. **Oglesby**. Thank you, Mr. Chairman. My name is Jim Oglesby. I'm President-Elect of the National School Boards Association which represents over 95,000 school board members around the country, and approximately 15,600 school districts around the country.

I'm a local school board member from Columbia, Missouri and have a paying job with the University of Missouri in Columbia.

I appreciate the opportunity to be here and to testify on the reauthorization of the Carl D. Perkins Vocational Education Act.

My testimony will highlight the strong belief of local school board members and the significant Federal role of vocational education. It will also explain why local school board members recommend that Congress make significant changes in the Perkins Act.

The several recommendations that I make—I will specify a little bit more about those recommendations later—are as follows: To give local schools more flexibility to meet the local needs; to specify, to simplify the application process; to stress mastery of basic skills in vocational education; encourage coordination between secondary and postsecondary vocational education programs; include local school board members on committees to review the proposed program regulations; and to increase the funding significantly. I'll exemplify those a little more later.

The Federal role in vocational education is a major component of public ed across the country. It attracts a significant number of both high- and low-quality students, as well as college-bound and work-bound youth.

The National School Boards Association believes vocational education must have a broad educational mission. It must provide students with the cognitive and occupational skills necessary to pursue a lifetime of productive employment.

Programs that focus on the near-term, job specific training will fail our students as particular job skills become obsolete and the job market changes. Local school board members would like to see the Federal role be more supportive of this broad mission for vocational education.

All students can benefit from Federal assistance to improve the vocational education programs and services. At the same time, the challenge to educators of providing quality education to all of our young people is becoming more difficult.

Each year, the number of students in our best schools beset by poverty, disabilities, language barriers, family turmoils and drug epidemics grows each year.

These students are at risk of academic failure and drop-outs without finding worthwhile employment. Federal assistance has a crucial role in enabling vocational education as one of the several program options to meet the needs of these students.

The National School Board Association firmly believes that a significant Federal role can provide help in three particular areas: To assist all students, including the special needs populations, to acquire the academic and occupational competencies necessary to achieve a lifetime and productive satisfying employment; to keep vocational educational programs on the cutting edge of the instructional method technology and current job marketing conditions, and to also help in modernizing work technologies; and to increase the productivity and competitiveness of the American labor force. We believe that that is in line with the Federal role.

The National School Boards Association in October of 1988 conducted a nationwide survey of all of the school board members from 265 local school districts around the country, which represented an enrollment of over six million students, or nearly 16 percent of our population. The survey had some significant recommendations which we would like to discuss with you.

Over 70 percent of the states believe that the Federal dollars should be allocated to program improvement, expansion and innovation.

Now 85 percent of those favored specific minimum levels of funding for vocational education, as compared to postsecondary vocational education.

At the state level, 86 percent believe that the state should be required to simplify the local application process in a manner similar to the Chapter 2 application.

Over 88 percent favored limiting the use of state- Federal funds for administrative purposes to five percent. The Federal program requirements: More than 60 percent of persons opposed the use of job placement rates as a measure of student success in vocational education.

Also, nearly 62 percent believe that the Perkins Act should make teaching of the basic skills in vocational education a priority.

Over 92 percent are in favor of encouraging the coordination of secondary vocational ed curricula with postsecondary programs, such as community colleges.

Our recommendations at the National School Boards Association includes the following. The Perkins Act should give local school board members more flexibility to design and carry out programs for all students, including the disadvantaged and the handicapped.

The current requirements for set-asides causes problems in terms of the monies that are allocated to certain districts which cannot be utilized with the matchings in those districts.

Therefore, those monies go back to the state and are reallocated to those districts that can provide the matching, which in essence is targeting the resources in places where I don't believe that the bill was designed for the resources to go.

The school districts that are working in the area of trying to provide those priorities have limited funds in order to match with those resources. If we had those resources more flexible we could provide a much more general program that could meet the needs of those students.

I refer to the simplification of the application process, which I believe is a very important component of this. The Act should channel more of the Federal resources directly to the school program.

Third, the matching requirement, I believe, should be waived. We recommend that it be waived, and that the application process be simplified.

The Act should also authorize activities designed to coordinate and articulate the secondary vocational education program with the postsecondary training, such as community college, business industries, labor and Job Training Partnership Act.

We're also encouraging, and we welcome the interest of the Secretary of Labor, Elizabeth Dole, in the greater coordination of the resources and programs between the Department of Education, Labor and Health and Human Services.

However, we would not support the transformation of the Perkins Act into an extension of the job-training mission of JTPA.

The Perkins Act should encourage but not require greater cooperation between JTPA. We're also encouraging a significant increase in the authorized funding level for the basic grant of at least one and a half billion dollars for the first year of operation.

We're also recommending in the full testimony submitted some changes in the necessity to provide the minimum grant award to local school districts of 8,000 to 25,000; and along that same line, to streamline the paper work application process.

A lot of the local school districts do not have the staff that's necessary to put together the complicated process and respond to the preparation of those applications.

Finally, the Act should provide members of local school boards an opportunity to participate in the drafting and reviewing of state and Federal regulations of governing programs.

Such involvement, which has just successfully taken place with Chapter 1, would result in better regulations and a stronger commitment on part of local school boards to the goals of the program.

Mr. Chairman, we appreciate the opportunity to present this testimony, and we look forward to working with the committee in terms of developing further program recommendations and to craft specific legislative proposals.

Thank you very much.

[The prepared statement of James Oglesby follows:]

NSBA

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TESTIMONY

on behalf of

THE NATIONAL SCHOOL BOARDS ASSOCIATION

on

THE FEDERAL ROLE IN VOCATIONAL EDUCATION

before the

SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION OF THE
COMMITTEE ON EDUCATION AND LABOR

U.S. House of Representatives
2175 Rayburn House Office Building

March 16, 1989

Presented by

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President-Elect
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I. INTRODUCTION

I am James R. Oglesby, President-Elect of the National School Boards Association (NSBA) and a member of the Columbia Board of Education, Columbia, Missouri. The National School Boards Association is the only major education organization representing local school board members, who have the responsibility of governing the nations public schools. Throughout the nation, approximately, 95,000 of these individuals are Association members. These people, in turn, are responsible for the education of more than 95 percent of the nation's public school children.

I appreciate the Committee's invitation to testify on the reauthorization of the Carl D. Perkins Vocational Education Act (P.L. 98-524). My testimony will highlight the strong belief of local school board members in the need for a significant federal role in vocational education. It will also explain why local school board members recommend that Congress make several significant changes in the Perkins Act.

NSBA's major recommendations are:

- Give local schools more flexibility to meet local needs;
- Simplify the application process;
- Stress mastery of basic skills in vocational education;

* Encourage coordination between secondary and postsecondary vocational programs;
* Include local school board members on committees to review proposed program regulations; and
* Increase funding significantly.

II. THE FEDERAL ROLE IN VOCATIONAL EDUCATION

Vocational education is a major component of public education across the United States. Ninety-seven percent of all students currently take at least one vocational education course during high school and fifty percent take four or more year-long courses. Contrary to common belief, secondary vocational education programs attract significant numbers of both high- and low-ability students as well as college-bound and work-bound youth.

NSBA believes vocational education must have a broad educational mission. It must provide students with the cognitive and occupational skills necessary to pursue a lifetime of productive employment. Programs that focus only on near-term, job specific training will fail our students as particular job skills become obsolete and job markets change.

Local school board members would like to see the federal role be supportive of this broad mission for vocational education. The increasing complexity of even entry-level jobs and the ever more competitive world economy make top quality vocational courses a vital part of every student's education. All students can benefit from federal assistance to improve vocational education.

At the same time, the challenge to educators of providing quality education to all our young people is becoming more difficult. Each year the number of students in our schools beset by poverty, disabilities, language barriers, family turmoil, or the drug epidemic grows. These students are at-risk of academic failure and of leaving school without hope of finding worthwhile employment.

The harmful effect of this waste of human resources on our national productivity and competitiveness also increases each year. America cannot afford to let such a large proportion of its young people become marginal to our national economy and a burden on our social, health and criminal justice systems. Federal assistance has a crucial role in enabling vocational education programs, as one of several program options, to meet the needs of these students also.

NSBA firmly believes that a significant federal role in vocational education is essential. The federal role should have three purposes:

A. To assist all students, including special need populations like the disadvantaged and handicapped, to acquire the academic and occupational skills and competencies necessary to achieve a lifetime of productive and satisfying employment.

B. To keep local vocational education programs on the cutting edge of new instructional methods, current job market conditions, and modern work technologies.

C. To increase the productivity and competitiveness of the American workforce in the world economy.

III. RESULTS OF NSBA'S NATIONAL SURVEY

In October 1988, NSBA conducted a survey of local school boards across the country in order to identify the policy concerns of school districts with a strong interest in vocational education. School officials from 265 local school districts responded to the questionnaire. These districts represent a total enrollment of six million students or nearly 15 percent of the national enrollment of public elementary and secondary school students. They are also representative of all sizes and types of districts ranging from those with less than 2,000 students to the largest district in the country with over 900,000 students.

NSBA's survey addressed policy issues concerning the implementation of the Perkins Act at the federal, state, and local levels. In particular, survey respondents gave Yes or No responses to specific policy options dealing with funding priorities, state administration, and statutory program requirements. A more extensive description of the survey is given in the appendix. While there was some variations in responses by size of district, the majority position was remarkably consistent.

The survey revealed that local school officials had strong feelings on several key policy options. For example:

A. Concerning the allocation of federal dollars.

- Over 70 percent stated that they favored increasing the proportion of funds reserved for program improvement, expansion, and innovation. (Title II, Part B).

- Nearly 85 percent favored guaranteeing a specific minimum level of funding for secondary vocational education as compared to postsecondary vocational education.

- More than 62 percent support allocation of program improvement funds by a federal enrollment formula rather than at state discretion.

B. Concerning state administration.

- Over 86 percent believe states should be required to simplify the local application process in a manner similar to Chapter 2 applications.

- Over 88 percent favored limiting state use of federal funds for administrative purposes to five percent of their share.

C. Concerning federal program requirements.

- More than 60 percent oppose the use of job placement rates as a major measure of student success in vocational education.

- Over 58 percent favor changing the restriction on using Perkins funds to pay for only up to half of the costs of services to disadvantaged and handicapped students.

- Nearly 62 percent believe that the Perkins Act should make the teaching of basic skills in vocational education a priority.

- Almost 60 percent support the participation of local school board members on committees to review proposed regulations for the Perkins Act.

- More than 52 percent oppose requiring greater coordination with the Job Training Partnership Act program at the local level.

- A larger proportion, 57 percent, opposes requiring partnership programs with employers and community-based organizations.

- An overwhelming 92 percent favor encouraging coordination of secondary vocational curricula with postsecondary programs, such as community colleges.

IV. NSBA'S RECOMMENDATIONS FOR REAUTHORIZATION

Based on our own national survey data and wide consultation with local school board members, NSBA recommends that the reauthorization of the Perkins Act should incorporate several major policy changes.

A. Give more Flexibility to Local School Districts

The Perkins Act should give local school boards more flexibility to design and carry out vocational programs that work for all students, including the disadvantaged and handicapped. The current combination of federal requirements -- six separate set-asides for special need populations, only supplemental or excess costs allowable, 50 percent matching, among others -- makes the design and delivery of services extremely difficult and expensive.

School districts should have the flexibility to focus limited funds on one or several priorities and special need populations so that they can achieve more powerful results with the federal resources.

Often districts can demonstrate that they address the needs of special populations through non-federal resources and could better direct the limited vocational resources to a specific improvement in the vocational program that would benefit all students.

Districts also should be able to focus resources on improving the design and teaching methods of vocational courses themselves so that they could accommodate the needs of a heterogeneous student population inside the classroom rather than primarily providing remedial and ancillary services to special need students outside the classroom, as is currently the practice.

The Act should set broad priority areas of authorized activities and describe project criteria that includes the necessity to show how districts will address the needs of special populations in project designs. Local districts would have the flexibility to select among the authorized activities. School districts have shown through their management of Chapter 1, Chapter 2, and magnet school assistance programs that they are capable of setting and meeting program objectives that address special need populations without burdensome federal restrictions.

B. Reduce the Burden and Cost of Administration

The Act should simplify the local application process and streamline the expensive administrative procedures often required by state and federal regulation. Many states require that school districts submit individual project applications for each grant activity by each course title, school building, grade level, set-aside category, or vocational specialty that is being addressed, up to the total of their Perkins allocation. Several state administrators — one for each specialty area (consumer and homemaking, industrial arts, business education, business partnerships, etc.) — must review and approve the application and all subsequent expenditures.

Since the median grant allocation is $8,000, many of the projects are actually mini-grants of $500 or less. Yet the paperwork burdens are often the same for small and large projects. Most districts must assign the application task to an administrator who in turn works with a team of principals and teachers to complete the paperwork. The administrative costs absorbed by the district are clearly out of proportion to the size of the grant awards.

The Act should require states to design a simple unified application process that consolidates all district grant activities into a streamlined project description and budget similar to the Chapter 2 administrative procedures.

C. Drive More Federal Dollars Directly to Local School Districts

The Act should channel more of the federal resources directly to local school district programs through revisions in the funding allocation procedures.

First, at least 75 percent of the basic grant award should be reserved for elementary and secondary vocational education programs.

Second, a single national funding formula based on enrollment in vocational programs and recognizing high cost special need populations should be used by states to allocate basic grant funds, including funds for program improvement.

Third, matching requirements should be waivable based on degree of local financial need.

D. Emphasize Basic Skills As Well As Occupational Skills Instruction in Vocational Education Projects

The Act should set as a major priority for the authorized use of funds those activities that would enable vocational education to provide students with mastery of basic communication and computational skills and opportunities to develop higher order thinking skills.

Such activities would include curriculum revision, teacher training in integrating basic skill instruction and organizing classroom instruction for heterogeneous classes, development of special teaching materials, skill assessment, hiring instructional assistants, computer-aided instruction and student recordkeeping, purchase of interactive video and other instructional equipment that facilitates individualized learning, etc.

E. Encourage Cooperation With Postsecondary Training Providers

The Act should also authorize activities designed to coordinate secondary vocational education programs with postsecondary training providers such as community colleges, four year institutions, proprietary organizations, union apprentice programs, business and industry training, and nonprofit training programs such as those sponsored by the Job Training Partnership Act.

NSBA would support a separately authorized program to address articulation, rather than a specific set-aside for this purpose. For example, Rep. Bill Ford's (D-MI) Tech-Prep bill, H.R. 22, would provide significant resources for a high quality four year articulated training program at the secondary and postsecondary levels. NSBA would be concerned that the governance structure of such cooperative ventures and consortia clearly provide that the local school board retains complete control of school-based programs and acts as the fiscal agent for related grant funds.

F. Do Not Require Greater Coordination with JTPA

NSBA welcomes the expressed interest of Secretary of Labor Elizabeth Dole in greater coordination of resources and programs between the Departments of Education, Labor, and Health and Human Services. However, we would set out that the guiding principle for greater cooperation should be how can such programs as JTPA be made more accessible to and supportive of the broad mission of elementary and secondary vocational education rather than attempting to transform it into an extension of the job training mission of JTPA. The Perkins Act should encourage, but not require, greater coordination with job training programs.

G. Significantly Increase Funding for the Perkins Act

The Act should provide an authorized funding level for the basic state grant program of at least $1.5 billion for the first year of reauthorization. It should also set a goal of providing such sums as necessary to increase the median grant award to local school districts from $8,000 to $25,000 by Fiscal Year 1994. Without significant levels of funding, local school districts cannot be expected to show meaningful progress toward the goals of this important federal program.

H. Establish a Role for Local Policymakers in the Development of Regulations for the Perkins Act.

Finally, the Act should provide members of local school boards with the opportunity to participate in drafting and reviewing state and federal regulations governing the program before they are published.

The recent reauthorization of Chapter 1 included such provisions with the result that over 100 local school board members participated in regional meetings on proposed program regulations last spring. The benefits of this participation are not only a definite improvement in the quality and practicality of the rules drafted by federal and state officials but also a deepened understanding of and commitment to the goals of Chapter 1 on the part of local board members.

Since the Perkins Act also deals with significant policy areas regarding curriculum, program operations, teacher training, student testing, and other critical areas that are clearly in the domain of the local school board, local school board members must also have significant involvement in the promulgation of these program regulations at both the federal and state levels.

V. CONCLUSION

NSBA looks forward to working with the committee to further develop these program recommendations and to craft specific legislative proposals. Thank you for your consideration of our concerns.

National School Boards Association
Survey on Vocational Education

SUMMARY AND RECOMMENDATIONS FOR REAUTHORIZATION OF CARL D. PERKINS VOCATIONAL EDUCATION ACT

NSBA

Prepared by
National School Boards Association
Office of Federal Relations

February 1989

NSBA

NSBA RECOMMENDATIONS FOR THE REAUTHORIZATION OF THE PERKINS VOCATIONAL EDUCATION ACT

Summary of Survey Results

NSBA received detailed responses from two hundred and sixty five school districts on key policy issues of the reauthorization of the Carl D. Perkins Vocational Education Act.

The major recommendations of the school board members and administrators were:

- Give local school districts more flexibility to design vocational programs that work for all students.
- Stress basic skills instruction in vocational education.
- Encourage high schools and postsecondary institutions to coordinate vocational programs.
- Simplify the local application process to ease the administrative burden of the Perkins Act.
- Require review of proposed federal and state rules and policies on the Perkins Act by committees that include local school board members.
- Increase funding levels significantly.

Description of Survey and Respondents

NSBA conducted a survey in October, 1988 of its major networks of constituent groups with an interest in federal policy on vocational education. The networks include over twelve hundred school districts across the nation of every size and type.

The survey received responses from 384 individuals representing 265 local school districts. The school districts represent a combined total enrollment of 5,997,080 students or about 15 percent of the total national elementary and secondary public school enrollment base. The districts also are representative of all sizes and types ranging from those with under 2,000 enrollment to the largest school district in the nation with an enrollment of over 900,000.

- 19% or 51 districts had enrollments of 2,000 or less.
- 15% or 39 districts had enrollments from 2,001 to 5,000.
- 31% or 83 districts had enrollments from 5,001 to 20,000.
- 22% or 57 districts had enrollments from 20,001 to 50,000.
- 13% or 34 districts had enrollments over 50,000.

(See attached table)

The responses of 99 school board members and 152 administrators were tabulated to represent the 265 school districts. Fourteen district respondents did not identify their position.

The survey addressed policy issues that occur in the implementation of the Perkins Act at the federal, state and local levels. Respondents were asked to take a Yes or No position on each issue. The survey questions came under three categories of issues: five questions on funding priorities, five questions on state administration, and nine questions on program requirements. In addition, respondents could write in comments on each question. They also had the opportunity to suggest general ways to improve the Perkins Act in three open-ended questions. Written responses totalled over two hundred typewritten pages of comments and suggestions.

An analysis of the responses to each question follows. The survey questions with the tabulated responses in percentages are given in the attached chart.

Funding Priorities

By a slim majority (49 percent in favor vs. 46 percent against), respondents support the current allocation formula which requires that 57 percent of the total basic grants be set-aside for special need populations and 43 percent go for general program improvement purposes. Follow-up questions revealed that a clear majority, over 70 percent, favored increasing the allocation for general program improvement and opposed increasing set-asides for special need populations. Fully 85 percent support setting a specific level of funding for secondary education to prevent postsecondary institutions from absorbing greater shares of Perkins funding.

State Administration

The majority of respondents (50 percent vs. 45 percent) oppose allowing states to continue to retain up to 20 percent of federal vocational education funds at the state level. An overwhelming majority (88 percent) favor limiting state use of federal funds for administrative purposes by means of a five percent cap. Respondents also strongly favor (86 percent) requiring states to simplify the local application process in a manner similar to Chapter 2 applications. They also favor (63 percent) a requirement that states allocate all program improvement funds by means of an enrollment formula. Respondents did not support giving states additional authority to revise or improve, through mandatory technical assistance, local vocational education programs.

Program Requirements

Respondents favored (59 percent) the participation of local school board members in developing program regulations by requiring review committees, with seats for board members, for proposed rules at the state and federal level. They strongly opposed (61 percent) the use of job placement rates as measures of student success in vocational education but were evenly divided (48 percent vs. 48 percent) on the issue of requiring other student outcome measures such as basic skills test scores and postsecondary enrollment for accountability.

School people also support (58 percent) changing the restriction on using federal funds only to pay for the excess costs (up to half) or for supplemental services to handicapped and disadvantaged students. On the other hand, they oppose (54 percent) changing the requirement that all disadvantaged students, not just those assisted by Perkins funds, must receive special support services as a condition of the district receiving federal funds.

A majority (62 percent) believe that the Perkins Act should make the teaching of basic skills in vocational education courses a priority. However, majorities do not believe that the Perkins Act should require partnership programs with business, industry, and community-based organizations (57 percent) or require greater coordination with the Job Training Partnership Act at the local level (52 percent).

Finally, respondents most strongly supported (92 percent) the Perkins Act encouraging specific linkages with postsecondary programs to coordinate vocational curricula — for example, from high school to local community colleges.

Preliminary Recommendations for Reauthorization

NSBA will use the survey results as a basis for developing legislative recommendations for the consideration of its Policies and Resolutions Committee and Board of Directors. At this time, NSBA will make preliminary recommendations to Congress that the reauthorization of the Perkins Act contain provisions that:

1. Allow local school districts flexibility to adjust the federal allocation of funds between special need populations and general program improvement according to local needs;

2. Require that states distribute all program improvement funds to all eligible districts according to local enrollment;

3. Simplify the local application process to ease the administrative burden of the Perkins Act programs;

4. Limit the maximum level of funding for postsecondary education under the Act;

5. Require review of proposed federal and state regulations and policies concerning the Perkins Act by a committee of practitioners including local school board members;

6. Encourage specific links with postsecondary programs;

7. Encourage the integration of basic skills instruction into the vocational education program; and

8. Increase the authorization for funding to $1.5 billion.

NSBA will also consider additional recommendations, such as waiving matching requirements, as the reauthorization proceeds.

NSBA

PERKINS ACT SURVEY

RESPONSES BY DISTRICT SIZE

(Total Responses = 265)

1988 District Enrollment	Number of Districts Responding	Percentage of Districts Responding
0 - 2,000	51	19.3%
2,001 - 5,000	39	14.8%
5,001 - 20,000	83	31.4%
20,001 - 50,000	57	21.6%
50,000+	34	12.9%
TOTALS	264*	100.0%

* One district's enrollment was not specified.

NSBA

SUMMARY OF
SURVEY RESULTS ON FEDERAL VOCATIONAL EDUCATION POLICY QUESTIONS

N = 265

I. FUNDING PRIORITIES

		YES	NO
1.	Should NSBA support the 57/43 percent split of basic grant funds in current law between special need populations and general program improvement respectively?	49.4%	46.4%
2.	Should the set-aside for disadvantaged (22%) or handicapped (10%) be increased?	26.8%	70.2%
3.	Should the set-aside for general program improvement funds (43 percent) be increased?	71.3%	26.8%
4.	Should additional special need set-asides be created for limited English students or other special need groups?	22.6%	73.2%
5.	Should the law also reserve a specific level of funding for secondary education to prevent postsecondary institutions from absorbing greater proportions of federal funding?	84.9%	12.5%

II. STATE ADMINISTRATION

		YES	NO
1.	Should states continue to be allowed to retain up to 20 percent of federal voc ed funds at the state level?	45.3%	50.2%
2.	Should states be required to limit their use of federal funds for administrative purposes (e.g., five percent cap)?	88.3%	9.1%
3.	Should states be required to simplify the local application process in a manner similar to Chapter 2 applications?	86.4%	9.8%
4.	Should the law require that the 43 percent of all basic grant funds set aside for general program improvement be allocated on an enrollment formula basis rather than left to the discretion of the state?	62.6%	33.2%
5.	Should states be given additional authority to revise or provide mandatory technical assistance to "improve" local voc ed programs?	47.2%	49.1%

III. PROGRAM REQUIREMENTS

		YES	NO
		N = 265	
1.	Should school board involvement in developing program regulations be ensured by requiring review committees, including school board members, for proposed rules at the federal and state level?	58.9%	38.9%
2.	Should job placement rates be required as a major measure of student success for federal vocational education programs?	36.9%	60.8%
3.	Should the Perkins Act require other student outcome measures (e.g., basic skills test scores, postsecondary enrollment) to provide accountability for federal dollars to Congress?	48.3%	47.9%
4.	Should the restriction on using federal funds only to pay for (up to 50 percent) excess costs or supplemental services to handicapped and disadvantaged students be changed?	58.1%	37.0%
5.	Should the requirement be changed that all disadvantaged students in voc ed courses -- not just those benefiting from federal funds -- must receive special support services as a condition of receiving Perkins funding?	40.4%	53.6%
6.	Should the Perkins Act make the teaching of basic skills in voc ed courses a priority?	61.5%	35.9%
7.	Should the Perkins Act specifically require partnership programs with business and industry and community-based organizations?	41.9%	57.0%
8.	Should specific linkages with postsecondary programs be encouraged to coordinate vocational curricula from high school to local community colleges, for example?	91.7%	6.0%
9.	Should the Perkins Act require greater coordination with the Job Training Partnership Act program at the local level?	43.0%	52.1%

Chairman **Hawkins**. Thank you, Mr. Oglesby.

The Chair would yield at this time to Mr. Ford, to begin the questioning and also give him the opportunity to give a delayed introduction of the witnesses.

Mr. **Ford**. Thank you, Mr. Chairman. I want to tell the panel that I'm sorry that we are at the stage where we have to be in two or three places at the same time. I will not be able to stay all morning, Mr. Chairman, but I am particularly sorry that I wasn't here to welcome my friend, Ed Ferguson, who is actually in the field operating a voc-tech center.

I looked over his testimony and I noticed that coincidently you have already hit me with most of this. With folks in vocational education in Michigan, Mr. Chairman, their input to me on vocational education does not start and stop with hearings. It is sort of a continuing learning process for me.

When I look at this, I say, well, now, they have tried to get me to understand that before. I am happy to see you here. You are wearing the hat for AASA instead of being here in your own capacity today.

I have looked through the seven points that AASA makes and I find that they sound pretty much like the ones that the Michigan people have been making, so it looks like we have a lot of folks in that national organization taking Michigan's position.

I would like to ask you to comment on one thing that no one has talked about very much in these hearing yet. One of the things that has caught a lot of people's attention, at the school that you run, is that we have adults and school-age children in the same programs at the same time, side-by-side.

What has been your experience as a result of this mixing of nontraditional students or adults, frequently the people who have been employed and lost their jobs and come back, in with these sixteen year old high school kids?

Mr. **Ferguson**. Well, when we first approached it we were of course apprehensive about it. That was a number of years ago now. But now that we've had a number of years of experience, it's very successful.

The adult students that come back to us, and that are integrated with our secondary students, seem to influence the students to say, "Learn your skills. Learn what is necessary so that when you get out there in the work world you'll have something to be ready to compete in the work world with."

In addition, we've had a number of special projects through the Department of Social Services. We're the only school in Western Wayne County, the only a secondary type of vocational center that has a JTPA project where we run Title II JTPA participants through our training program.

Some of those are in the day shifts. We run shifts. We start at 8:10 in the morning and go to 10:30 at night, four days a week from 8:00 until 2:30 on Friday, and from 8:00 until 2:00 o'clock on Saturday.

We take adults and secondary students in any one of the shifts. Some are from our schools. Some are from other school districts. We try and provide a myriad of services.

One thing we do find ourselves in is the service to the United Auto Workers' people. They have come to us with some targeted vocational reentry programs where the target of training was to provide a specific skill for a group of people.

We've been able to put those students right in with our regular students after the school year's already started. So if we had an electronics program that we decided to run with 11 students we may add nine more students in November, and those students would go through and complete the program in March, perhaps being employed by June.

We would hire an additional teacher to be there with those students in the classroom through the project funds. So we've been able to include JTPA, Department of Social Services, UAW people right into our voc center.

Mr. FORD. When you use these funds for nonschool- age children, you have to have some other source than regular school funding; don't you? How do you do that?

Mr. FERGUSON. Well, it depends on—the Department of Social Services, we are in competitive bid and we competitive bid for contracts with them with all of the other service providers in the area.

We simply utilize those funds to supplement our other educational funds. We determine costs of the program and charge them the cost of operating the program.

Mr. FORD. So you're adding to your resources, educational resources that come through the Department of Education with other resources which are coming from other areas of the state government?

Mr. FERGUSON. That's true.

Mr. FORD. Thank you very much. Mr. Ferguson, in his written testimony, notes the fact that the GAO that we had here last week indicated wide swings in the populations actually being served by the set-asides.

That indicates that if you are for set-asides you cannot be for what is presently happening because the difference between one coast and the other—where the money ends up for the educationally deprived, for example. It's amazing. It means that the present set-aside doesn't mean anything. It means whatever you want it to mean in the state.

Now, if you persist, as some of you do, in saying that those set asides mean something and are important, how do you propose that we cause them to do what you think they are now doing, which, in fact, the GAO tells us they aren't doing?

Who wants to defend the set-asides on the basis of actually accomplish something for education?

Ms. HOLMES. Mr. Ford, Marion Holmes. I'm representing the Council for Great City Schools today.

I believe that set-asides, as intended by Congress, have done and will do what was intended providing the matching requirement is eliminated.

What has transpired in the past is the fact that the LEA could not use those funds—and as was said by another witness today—the funds are returned to the state and used for other purposes.

Where they have been used for the set-aside they have, in fact, have gotten in. From my experience they have gotten what has been expected.

Mr. FORD. So you're satisfied that the set-aside, for example for the disadvantaged, causes the money to go to the schools where the disadvantaged are going?

Ms. HOLMES. Originally, yes. What happens when they can't match it, no. It goes back to the state and in some places and is used for other purposes to the extent they can within the law.

Mr. FORD. So you think that the only adjustment needed for true distribution on need, would be ability to match?

Ms. HOLMES. That has been one of the major drawbacks. I can only speak for Pennsylvania where we have had a formula for distribution based on the economics of the LEA. So, I would say they have been fairly distributed, but as I testified earlier, over a four year period, we have had to return possibly $3 million because we could not match it.

The irony is that the areas of the greatest need are those who have less resources, the least resources for matching.

Chairman HAWKINS. Mr. Goodling?

Mr. GOODLING. I have so many questions, but I will be brief and hope that your responses will be very, very brief.

Dr. Holmes, my question to you will be very brief. As I understood your testimony, a matching requirement should be eliminated; that is, eliminate set-asides and drive funds to the local district by using the Chapter 1 type formula.

Is that what I understood you to say?

Ms. HOLMES. We are suggesting not necessarily set- asides but that the distribution is done differently. Yes, eliminate the matching requirement.

Mr. GOODLING. I was just talking to these people. I think we could work something out where you wouldn't eliminate matching but rather that it would be based on the districts' ability to pay. I don't know why the wealthier districts or wealthier states—their match should be eliminated. So maybe we can work something along that line as you now do with the formula, for instance.

In my state you have one district that might get 70 percent of state funds. You might have another district that gets 10 percent.

Ms. HOLMES. If you're speaking, Mr. Goodling, of the states monies other than vocational education being used as a match, that is only possible if the monies, as Pennsylvania has interpreted, if the state monies are used for the same purpose.

In other words, the disadvantaged, they must only use the state monies for disadvantaged if there are such. You could not use other state monies for that.

Mr. GOODLING. Mr. Littlejohn, I have a couple of questions. First of all, I should have prefaced my remarks that I would hope someday we could get this debate beyond access and somehow or other geared to excellence.

Ms. Miller talks about access, how important it is now, and also says quality is very important. I don't know how you do both unless you have additional money, which you know and I know that for in the foreseeable future, apparently, there isn't a lot of that coming from the Federal level.

I wish there were some way we could move this debate to one of not just access, but access to what? We can't do that when we get the reports that say the grants are so small because of the set-asides that they can't do anything with the money.

I just hope we can refocus the debate somehow or other and come up with some real answers so that we can do the kinds of things that have to get done if our program is to survive at all in this very competitive world that we find ourselves in. I think we really ought to focus on access to what.

Mr. Littlejohn a couple of questions. First of all, The national assessment of vocational education has found that the handicapped set-aside suffers from its funding mechanism. The grants are too small.

Again, I don't see too much happening about that in the next couple of years no matter how successful we might be—those of us who are on the Budget Committee. It suffers from the excess cost requirement.

Now my question is this: In P.L. 94-142 we require that handicapped children be assessed for educational services through the IEP.

If a handicapped child is assessed for vocational education services, the IEP should contain the program.

On the other hand, the Carl Perkins Act requirement says that services provided under Carl Perkins must be supplementary.

I guess then my question is, how do you reconcile the legal logic of what we require in one and what we require in the other?

Mr. LITTLEJOHN. Mr. Goodling, I'm not certain that I can clarify that for Congress, but I do suggest that one mechanism that helps in that regard at least is communications between people that are in vocational education and the people that are responsible for special education.

To our experience is where those folks talk together and work together they manage flexible programs that deliver the services. Part of the difficulty that——

Mr. GOODLING. You mean you have not gotten caught up in any kind of legal battles that you are aware of?

Mr. LITTLEJOHN. I'm not aware of legal battles, that way, but it is not uncommon for us, in fact, with the different funding mechanisms to have pressures from different sides in any of the regulations that seems to be in conflict.

Communication is where those things are worked out, and legal tests, if needed, but I'm not as concerned about that aspect as I am about the continued emphasis to allow access—it is a shame that we have to continue on that, but I think we are making headway.

To answer Mr. Ford's question about the reason for set-asides, regardless of rhetoric, I've seen in my experience that the doors were closed before set-asides were there in many places.

The set-aside provision, as imperfect as it is, is one provision that has assured handicapped children to be included in vocational education programs that they are.

Mr. GOODLING. In your set-aside, of course, we have a problem of LEAs in states turning back their Perkins handicap money because the grants are too small. We are also told in the NAIB report that unfortunately it's oftentimes used in your area for ancillary services. I am not sure that that is what we had intended or expected to happen.

My time is up, but I will get back to you. I have a couple of other questions.

Chairman **Hawkins**. Mr. Sawyer?

Mr. **Sawyer**. Thank you, Mr. Chairman. Let me just follow up with the panel on a question that Mr. Goodling's comment suggested.

One of my interests in this entire reauthorization has been the continuing conflict, or tension is a better word, between job-specific skill preparation and the importance of integrating sound, generally applicable academic skills.

I suppose that is one of those measures of quality that we might be talking about. Given the relatively small contribution in terms of the percentage that the Federal government contributes, do you believe that it is possible to use this vehicle as a tool to leverage greater integration of generally applicable academic skills?

Ms. **Holmes**. Mr. Sawyer, it seems as though I am the talkative one.

I do believe it will help leverage it, but given the fact that the greater portion of funding comes from local and state, those decisions should be made by the state regulation policy, that the academics should be integrated with vocational education.

I believe when the perception is removed that vocational education is the spot where children are placed when you don't know where else to place them, we will then address the academics as we move toward the high technologies. It is an absolute must that vocational students be given the higher level and rigorous academic math and science courses.

So, I see integration taking place.

Mr. **Oglesby**. Mr. Sawyer, currently, our local school districts are using the resources that they have in local districts to put together that academic component in the vo-ed program.

These dollars are dollars that are taken away from some other program. What we'd like to see is the closer articulation with those dollars, with the academic and the vocation training.

Of course, there is a perception that must be changed. That perception is that the students in voc-ed really don't need the strong academics that the other students need. That's just not correct.

What we're trying to do is to change the perception at the same time, trying to give those students an opportunity that would like to opt over and take vocational courses, and then opt back into the academic programs to clarify that stream or path or articulation so that those students will not be hampered by doing that.

The resources as they're allocated is, as you know, the Federal government allocates seed-dollars in a lot of cases. Those dollars are leveraged in the local level to provide the services there. We're asking for more flexibility.

In terms of the access to excellence, those programs in vocational schools now—we are trying to make those programs excellent programs.

As we continue to increase the requirements in the academic area, we are very aware that vocational education is going to play a very key role in terms of providing those students that are there an opportunity to become gainfully employed.

We're very concerned about it, the National School Boards Association and local school board members are.

Mr. **Sawyer**. I couldn't agree any more with the line of thought that is embodied in that. The traditional distinction, for 50 or 100 years we made between blue and white collar work is a distinction that has been reflected for too long in an education setting. I believe our classrooms and what we teach in them needs to reflect the blur that has really taken place in the work place.

I understand what you're saying about the use of the Federal vehicle in an attempt to leverage—use them as seed dollars to leverage voc-ed effort. I wasn't here in 1984 when that whole argument about maintenance of effort took place—and there is a tension there as well.

I do understand and have examples like yours of the kinds of horror stories that sometimes result when school districts are unable to match.

Yet, how can we sustain that maintenance of effort so that we don't find that local investment is simply eliminated and supplanted by Federal investment, without that matching effort.

Can anybody comment on that briefly?

Ms. **Holmes**. Again, I believe the 1984 legislation states that the matching may be that of the state and the local. Where the states have assisted in the matching it has not been as much of a problem. In those states, which have interpreted the word "may" to mean they do not have to, there is a problem because the local education agencies cannot.

Mr. **Sawyer**. Is it your position that we ought to act more firmly to include the states in that undertaking?

Ms. **Holmes**. My position on the matching is——

Mr. **Sawyer**. I worded that as loosely as I possibly could.

Ms. **Holmes**. My position on the matching is to eliminate it.

Mr. **Oglesby**. What we're trying to do, Mr. Sawyer, is to work with the states in terms of clarifying what the funding process should be. We have some meetings that we are going to set up with the State School Boards Associations.

Hopefully, we can have some discussions about the funding. But that's why we're encouraging the hearings, so that we can have an opportunity to get all of the issues that are of concern out in the open, and so we can refashion it.

I would first admit that we have some problems within the delivery system that we need to address. Some people are still working in the area of prevention agriculture instead of moving forward into some of the other areas where students can become gainfully employed.

There are a number of issues down there that we need to address. We are encouraging the hearings.

Mr. **Sawyer**. Thank you very much. Thank you, Mr. Chairman.

Mr. **Ford**. Mr. Gunderson?

Mr. **Gunderson**. I first have a question for Mr. Ferguson that I think is proper with the present chair.

Is this the William Ford Vocational/Technical Center?

Mr. **Ferguson**. Yes, it is.

Mr. **Gunderson.** He is still alive.

Mr. **Ferguson.** And well.

Mr. **Ford.** I fooled them out there. [Laughter.]

Mr. **Gunderson.** I knew you were impressive, but that is really impressive.

Mr. **Ferguson.** If you just don't go around and bother him too often with naming buildings——

Mr. **Gunderson.** I could not resist that. I have been intrigued. Despite my running in and out of this hearing, I have reviewed all of your testimony.

This is perhaps a question to Dr. Holmes, Mr. Ferguson, or Mr. Oglesby, if you would like to answer. I have been intrigued by the fact that apparently our efforts four years ago to reduce the paper work reporting requirements at the secondary level have not been successful.

It is interesting that I have not heard about this problem until this reauthorization process began.

What I would like to pursue is whether or not you would support some type of an initiative in this reauthorization whereby for secondary schools we create an authorization for contracts for excellence.

That would be that any secondary school submitting a proposal to the Department of Education here at the Federal level, committed to access, committed to educational reform, committed to technology training, would automatically get those funds directly.

It is not a pure-block grant, but in essence it is a block grant committed to excellence, so there has to be a plan at that local school. It seems to me that we have got one problem with too many schools, and I am intrigued that it is not just the small schools, but big schools are saying, "We are not going to participate. We do not have the matching funds," et cetera. I thought it was just happening in rural schools.

It seems to me that there might be a way in which we can solve your problems, and maintain, a higher standard, which we obviously are trying to utilize Federal funds for.

Are there any comments? Is that a way to go?

Mr. **Ferguson.** It seems to me that that is an excellent way to go, because what happened in our district, we would continue to be able to expand offerings that we are currently not able to do because of the lack of matching dollars. We're pressed locally with changes in our state aid act which adversely effect us.

So we look forward to the future of having this kind of a grant available to be able to serve those populations. We'd like to do a better job. That kind of an activity would be excellent for us. I think I can speak on behalf of many of Michigan's schools.

Ms. **Holmes.** If I understand your question correctly, you're stating that that would be the direct response to request for proposal from the Federal level in addition to whatever is going on at the state and local levels.

I would say, yes, that that would be very helpful. In the State of Pennsylvania, I believe as Representative Goodling knows, we have exemplary program status where the local education agencies may apply for that status.

It does have a lot of paperwork with it. There's not a lot of money that comes, but the prestige of knowing that your quality programs encourages principals to apply for that status and recognition—so I think coming from the Federal government, yes.

Mr. **Oglesby.** I think I understand precisely where you're going when you make that——

Mr. **Gunderson.** If you do you are better than me.

Mr. **Oglesby.** The reason I say that is because we have sought and we are saying in our testimony—to drive some of the money directly to the local district.

Whether or not you do that through a process by which you have the local district supply an application directly to the Federal government is a concern of mine because as we have reviewed that in the past, the districts that usually need the money the most do not have the stamp to put together the application to send it in.

In a lot of the districts, the superintendent, in addition to being the superintendent, is also the head purchasing agent; he's also the head transportation person; he's also the head custodian in some cases. So I'm not sure that that individual is going to take the time to fill out an application to send forward to afford funding.

It could be the district that directly needs the money the most. So I'm not going to 100 percent jump behind that one. Some of them would. Some of the districts could do that. But others couldn't.

We represent the 49 states and the three territories, so I'm sure that there will be some differing opinions in there with some of our constituencies.

To address particularly the drive in the resources, I think that there are options that we have between the state and the local level in terms of clarifying the application process.

Some clarification can be given in those two areas.

Mr. **Gunderson.** You know, one of the problems we learned in this Committee a couple of years ago when we created the Job Training Partnership Act, is in essence we sent the money back to the states with no regs. We said, "You develop the program that works at home."

The state created more regs than the Feds had previously, so rather than helping I think we hurt the program. Some of us on this Committee, on both sides of the aisle, are quite sensitive to the concept that—in all due respect to our state friends, we direct this money, make it a more clear channel, rather than going around.

Any thoughts you have in helping us in this regard would be appreciated. My time is up, but I would also like you, if you would consider submitting some thoughts to us, to also comment—when we talk about easing the set-asides, in terms of secondary schools does not appeal P.L. 94-142, if properly adhered to, solve the handicap population needs? If not, why not?

My time is up now so you are probably going to have to submit that to me on paper.

We're trying to find a way to ease those percentage requirements and still maintain service to the special populations.

Thank you, Mr. Chairman.

Mr. **Ford.** Ms. Unsoeld?

Ms. **Unsoeld**. Thank you, Mr. Chairman. Ms. Miller, I want to make one brief comment on the Displaced Homemaker Program.

That rolls so easily off the tongue, and doesn't adequately convey what impact that program can have in women's lives when they are probably never at a lower feeling of self- esteem and self-confidence. It is a great program.

In your testimony, you indicate—I'm going to ask you three questions and let you distribute our very limited time to those answers as you would best like.

You indicated in your testimony that sex-equity coordinators are having some problems related to their ability to administer the set-asides.

Could you amplify those problems for this Committee? How are some of the changes that you would suggest, in law, that might help those coordinators be more effective?

And third, I detected that you had an eagerness to respond to Mr. Ford's question on set-asides. So I leave those with you in the time that remains.

Ms. **Miller**. Okay. Thank you, very much, Mrs. Unsoeld.

I would like an opportunity to address for a minute the issue of access and quality. I think that they go hand-in-hand, that we can't move beyond access because we don't have quality programs if we don't have—if we're excluding people from being able to enter those programs.

So I think it's very important that we talk both about access and quality together. They cannot be separated.

Also, before I talk about the sex equity coordinators, the issue of the allocation of funds, and the concern about the small amount of monies that end up in some school districts or some colleges is of concern to us.

We would agree that a formula allocation that results in a community college getting $1200 to run a single-parent homemaker program is not a sensible way to go. But there is nothing within the law that requires that formula allocation process.

What we would recommend is that there be an RFP process required, thereby having the ability to design programs that make sense; where there are adequate resources and adequate services, and that programs that are funded have sufficient resources so you don't end up with a school or a college getting $800, and then trying to meet the intent of the two set-aside provisions.

Some of the issues for the sex equity coordinator actually, I think, could resolve some of the issues around flexibility.

As Congress, we believe, intended in 1984, was for the sex equity coordinator have the administrative authority for both 3.5 and 8.5 percent set-asides. What we have seen happening around the country in many cases is, that's not the case.

Often, the sex equity coordinator is merely signing off on how funds will be allocated after several layers of supervisors have made decisions and have planned programs, and all that she or he is doing is signing off. She's in no way administering the programs.

Another problem occurs when, if she's located in the Department of Public Instructions where secondary programs are administered.

The postsecondary funds for sex equity and single parent homemakers are simply transferred over to the postsecondary agency.

There is no reporting, monitoring of how those funds are expended. So in fact, the sex equity coordinator does not have the authority that Congress intended be in that position when it drafted the legislation in 1984.

We would oppose the changes that are proposed in H.R. 1128 that would not require that the sex equity coordinator be full-time. We think it's essential that there continues to be a full-time person that's focusing on sex equity issues in the states.

Also, in that same proposed legislation, that 20 percent of funds be able to be shifted, we would not support at all. We think that it could diminish the efforts in the area of serving women and girls, and would be opposed to that.

Our concern really has to do with what occurred before there were the set-aside provisions. In 1976 when the voc-ed amendments passed and the sex equity coordinator's position was defined with a whole range of responsibilities there were no funds with programs associated with that position.

We had eight years in which there was the opportunity to develop a lot of programs for women and girls, but in fact that did not happen.

The National Institute for Education examined the expenditures for equity between '76 and '84 and found that less than one percent of Federal dollars were going to programs for women and girls, and less than .2 percent of state and local funds went to those programs.

So where is the opportunity for these things to be allowable, they're just not happening. So it's important that the requirements, and the prescription about how the funds are being used be contained in the legislation.

Enrollment is not enough. We know that women are enrolled, but they're enrolled in programs that we've been in support—paying jobs.

Mr. **Ford**. Mr. Grandy?

Mr. **Grandy**. No questions.

Mr. **Ford**. Mr. Poshard?

Mr. **Poshard**. Thank you, Mr. Chairman, ladies and gentlemen of the Committee.

Mr. Ferguson, I guess I would like to direct one question to you. One of the problems that the vocational directors in my district are always complaining about is the money that's spent for administration of the programs at the state level.

Is there a range, from your experience that states generally use once the Federal funds come down? Is there a range the states generally use for administrative purposes at the state level before the money is passed on down to the LEAs?

Mr. **Ferguson**. I'm really not familiar with that.

Mr. **Poshard**. Does anybody know? I mean, are approximately 15 percent of Federal monies or so for administration purposes?

Ms. **Holmes**. There's a cap stated in the legislation.

Mr. **Poshard**. And what is that?

Ms. **Holmes**. I think it's 15 percent. I am not sure.

Mr. **Poshard**. Okay. That seems to be a lot of money, to me, especially with regard to the fact that some states require, I know, that separate proposals be written, or RFPs be written even for component parts of the voc-ed programs for handicapped, for adults, or whatever.

That seems to me to be an over-burdensome kind of thing for especially many of the small districts that simply don't have the manpower to do that sort of thing.

Is that true in some states? Is that being required?

Mr. **Oglesby**. That was the problem that I was citing earlier in which you have small districts and some of those that do not have the staff that are sufficiently sophisticated in filling out applications and even responding to RFPs.

Those persons are, in most cases, or I won't say in all cases, the ones that really need the resources. That can be addressed.

But the question that you asked prior to that, that's a seven percent figure.

Mr. **Poshard**. I'm sorry?

Mr. **Oglesby**. That's a seven percent figure.

Mr. **Poshard**. Seven percent.

Mr. **Oglesby**. Seven percent.

Mr. **Poshard**. But you still have a bureaucratic level of staff people from state agencies coming down for the different programs, and that sort of thing? And it can become a cumbersome thing?

Mr. **Oglesby**. That's correct.

Mr. **Poshard**. Let me ask you one other question. Maybe Mr. Oglesby is the one that I should address this to. In Illinois, and I think in several other states, recently, the higher education community has enacted new academic standards of curriculum.

It reflects, I think, more of the classic curriculum for college entrance admissions.

In many of the rural districts which I represent, students are almost automatically eliminated from going on to the major universities to have enacted those new admission requirements if they choose to take a vocational education track in high schools, because they have no way to pick up four years of science, for instance or four years of language arts and the vocational education courses that they need also, if that is their major area of interest.

How does is this impacting the vocational education programs around the country with these new college admission requirements reflecting the more so-called classic curriculums?

Mr. **Oglesby**. As your neighbor in Missouri next to you there, we have basically the same problem and we're seeing that manifesting itself now.

What we have noticed is that the increased academic requirements at the institutions of higher education and postsecondary institutions, is something new at this point, and we don't have any hard data to specify.

But we believe, based on anecdotal data, that there are problems with those students that wish to take vocational courses, and then go into institutions of high education, postsecondary.

The problem is going to be, also, that the courses are not aligned properly. The vocational ed courses, as they inter-relate with the courses that are offered in the regular curriculum, do not allow the cross-fertilization for those students to go into and take a vocational education course and then come back across. There's some work that needs to be done there.

That is the particular reason why we are asking for some flexibility at this particular point of time, until we are able to align those and give states and local school districts an opportunity to work together and to identify what those problems are and how we can clarify those problems so that the students will not be at a disadvantage.

Mr. Poshard. I'm very much interested in this area. I am very much interested in this area. I would appreciate any feedback that you could give me along the way, especially. I represent a coal mining and agriculture district. The vocational education programs at the secondary level are extremely important to us.

I don't want to see those students who chose those courses be penalized in terms of their academic admissions to institutions of higher learning in our state. I think that is beginning to happen, and I think that is a very narrow mindset that is around higher ed that does not reflect accurately the needs of a lot of our students.

Mr. Oglesby. It's very critical also that students do not make a decision at that point and get locked into that decision forever.

We're noticing that students make several career choices and several educational choices. Even at the university they make several choices and they make changes. I'm sure parents see that.

What we're trying to say is, let's not let them get locked into a decision that they may have to live with. Let's have flexibility so that they can change from one to the other.

Mr. Poshard. Thank you.

Mr. Ford. Ms. Lowey? If you will excuse me. I am going to have to leave. I turn the committee over to Mr. Perkins.

Mrs. Lowey. That is fine. Thank you, Mr. Chairman.

I'm very pleased to hear your testimony and I thank you. I'm particularly interested in the connection between the public and private sector, the connection with vocational education and the jobs that are actually existing out there.

So often from my background in dealing with the Job Training Partnership Act and CITA, we're training youngsters for jobs that really don't exist.

Ms. Holmes, perhaps you could comment on that relationship. Do you feel that the private sector in Philadelphia has been working closely with you? Have they been working closely with you in rhetoric or actually substance? And what do they contribute towards the vocational education program and what would you recommend that they contribute? How can we help with that?

Ms. Holmes. Thank you. I would be happy to answer that. Yes, in Philadelphia we have an extensive private sector cooperation and partnership.

One of the major programs we've had since 1971 or 1972, is the High School Academy Program, which is a program cosponsored by the Philadelphia School District and the business partnership. The committee supports our local, public schools.

I believe it's going to be essential that the private sector work more closely with the schools in the area of training. It is almost impossible for most local education agencies to buy equipment at the rate technology is changing.

My preliminary inquiry with business indicates that they are very favorably looking upon such things as on the job training, apprenticeship training, et cetera. Perhaps we could, in the schools take them to a certain level and have industry, then, give them some of the job-specific training that I believe Mr. Poshard, or someone, had asked about the job specific training.

We cannot do it alone. We should never have doing or trying to do it alone. I might add that because of the state's increase in graduation requirements, not so much entering into the colleges, but even at the high school level, it is squeezing the vocational time out.

We are experiencing tremendous difficulties providing the time for vocational education, especially for those youngsters who fail a course and must make up that academic requirement for graduation.

I know that is an aside, but it is related and that is why I feel we must get industry more involved. Thank you very much.

Mrs. **Lowey**. Yes?

Mr. **Littlejohn**. May I add another dimension to your answer?

You asked about the private involvement. In the education of some of our more severely handicapped students, who use vocational education in cooperation with special education personnel, we are seeing a great deal more community-based instruction, based in private industry in many cases, and a great deal of cooperation there and some very beautiful stories that open things up for our handicapped students.

We are finding a great deal of cooperation in that regard.

Mrs. **Lowey**. I'm interested, particularly, and just to go back to Philadelphia, do you find any investment of actual dollars? I was very impressed in talking to—I think it was at a hearing of a the Joint Economic Commission before I was even sworn in. Mr. McAllister of Colorado had invested, I think more than fifty million dollars.

Ms. **Holmes**. There is a great deal of money being invested through the one program that I mentioned to you, High School Academies, in addition to in kind investment through personnel. There are actual dollars.

For example, they provide funds for teachers to work during the summer to jointly work with the businesses in updating their curriculum. Yes, there are hard dollars that come in, to say nothing of the other source and that is foundations.

As you know, I must extol the virtues of our superintendent, Dr. Constance E. Clayton, who has an excellent relationship with the private sector and the foundations and has really managed to get much for the Philadelphia School District in the way of their participation, honoring teachers, honoring students, helping with the curriculum, providing equipment and in many, many other ways.

Mrs. **Lowey**. That is particularly interesting because my work with corporations in the past has shown that if they can funnel the money through an entity that will then take responsibility for working in the school system, many more would get involved rather than working directly with the school systems. I think that is interesting.

Thank you very much.

Mr. **Perkins**. Mr. Owens?

Mr. **Owens**. I have no questions, Mr. Chairman.

Mr. PERKINS. Mr. Hayes?

Mr. HAYES. No questions.

Mr. PERKINS. Thank you very much for attending the hearings today. We will now go on to the next panel.

Is Dr. Niel Edmunds here? Dr. Edmunds, please come up; Gordon Ambach; Ethel Washington; Sanford Shugart; and Reese Hammond.

Dr. Edmunds, you may proceed with your testimony.

STATEMENTS OF NIEL EDMUNDS, PRESIDENT, AMERICAN VOCATIONAL ASSOCIATION; GORDON AMBACH, EXECUTIVE DIRECTOR, COUNCIL OF CHIEF STATE SCHOOL OFFICERS; ETHEL O. WASHINGTON, PRESIDENT, NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF BLACK AMERICANS IN VOCATIONAL EDUCATION, MICHIGAN; SANFORD C. SHUGART, VICE PRESIDENT, DEPARTMENT OF COMMUNITY COLLEGES, NORTH CAROLINA; REESE HAMMOND, DIRECTOR OF EDUCATION AND TRAINING, INTERNATIONAL UNION OF OPERATING ENGINEERS, AFL-CIO, ACCOMPANIED BY JUDY SHEETZ, SENIOR MEMBER OF THE CALUMET GROUP

Dr. EDMUNDS. Mr. Chairman and Members of the Subcommittee, my name is Niel Edmunds, President of the American Vocational Association and coordinator of Industrial Education at the University of Missouri, Columbia.

I am pleased to be here today on behalf of vocational educators and more than 19 million students we serve to support the reauthorization of the Carl D. Perkins Vocational Education Act and testify on various bills before the Committee.

We are supportive of H.R. 7, Mr. Chairman, because even in its present form, it would continue a law that provides vital Federal leadership.

We are supportive of H.R. 22 and the concept of Tech-Prep Education introduced by Congressman Ford because it extends Federal leadership into a new area that should pay important dividends to the American work force and economy.

Is you might expect, we are especially supportive of H.R. 1128, the Carl D. Perkins Vocational-Technical Education Amendments introduced on behalf of AVA by Chairman Hawkins and Congressman Goodling.

It is a bill that we have worked on extensively for the past two years to provide Congress with a thorough summary of professional views from the AVA's 45,000 vocational teachers, administrators and counselors.

On their behalf, thank you, Mr. Chairman and Mr. Goodling, for introducing H.R. 1128 and giving the views of our educators a formal place in public debate.

Let me begin with a summary statement. Without question, we support continuation of the Carl Perkins Act and urge its reauthorization with some improvement.

The law is not perfect, and our programs are not perfect, but both can be improved and should be. We support modification rather than major reform.

This morning, since our bill H.R. 1128 is rather specific, let me briefly summarize our position on some of the more frequently discussed issues, and then spend time on suggestions with which we may be less familiar.

Vocational educators believe that Title II set-asides for special populations and program improvement have accomplished much of what Congress intended.

The balance of purpose between creating better programs for all students and increasing the access to these programs for underserved populations should be retained.

We also believe that categorical set-asides for special populations should be protected, but relaxed. H.R. 1128 allows states the flexibility to transfer up to 20 percent of the funds allotted to any one set-aside category to another category, after documenting the need to do so in the state plan and after receiving the written approval of the Assistant Secretary. This should end many of the problems associated with set-asides.

While some may advocate the removal of set-asides altogether, others may go to the opposite extreme suggesting that participation in Federally sponsored vocational education be limited only to the economically disadvantaged. We urge your rejection of such proposals.

Vocational education is for all students. Let us continue to serve the academically disadvantaged, but do not allow Federal leadership to brand our students, America's workers, as "intellectually slow."

Let us continue to serve the economically disadvantaged, but do not allow Congressional action to label our programs as "welfare."

Help us strengthen our overall curriculum and provide additional access to those with special needs so all who participate in vocational education can be proud.

While some may suggest that set-asides be removed for special populations, others may suggest yet new set-asides for postsecondary institutions.

With H.R. 1128, we suggest minimum guaranteed levels of activity, rather than set-asides. We suggest that a minimum of 25 percent of each state's Title II funds be spent in postsecondary activities, and that an equal amount be guaranteed for secondary activities.

States could decide the proper balance within the scope of these guaranteed minimums.

Vocational educators support cooperation with programs of the Job Training Partnership Act, and H.R. 1128 seeks to continue and strengthen such efforts.

As found in Section 3 of H.R. 1128, AVA would specifically suggest that an open-ended authorization for the Perkins Act like that presently in effect for JTPA.

This would aid state coordination and local implementation of vocational education programs by assuring the continuing presence of Federal leadership and support.

Vocational educators want to emphasize that the Perkins Act and the JTPA are two separate pieces of legislation with two different sets of purpose.

Each has its own vital role to play in a comprehensive Federal approach to building the American work force. They must go hand-in-hand, not piggy-back.

As stated earlier, vocational educators endorse the concept of tech-prep education as contained in H.R. 22, and AVA has incorporated it into H.R. 1128.

There are differences that we hope will be considered by the Committee. AVA sees a need to strengthen vocational education as a priority within the Federal government and ensure consistency as a year-to-year operation.

H.R. 1128 would authorize the Office of Vocational and Adult Education (OVAE) within the Perkins Act to stand as a visible advocate within the Department of Education.

Specific responsibility would be spelled out regarding such items as technical assistance, staffing and personnel and administrative accountability.

Perhaps most importantly, H.R. 1128 would require future administrations to nominate Assistant Secretaries to head OVAE who possess comprehensive backgrounds in vocational- technical education and adult education, as demonstrated by preparation, work experience, and recognized professional achievement. This cannot be overemphasized.

The head of OVAE must be able to administer the agency and provide direction to the field in the nuances for the regulatory process; to stand up in budget meetings with OMB and Congress and explain the cost and benefits of investing in vocational education; and to advise the Secretary and Congress on educational policy. It takes experience, and we urge Congress to require it.

Title III of the Perkins Act supports special state programs sometimes incorrectly described as set-asides. Actually, each has its own authorization and must plead its case before Congress each year.

As evidenced, while there are now five separately authorized initiatives, only two have been funded: assistance to community-based organizations and consumer homemaking education.

Adult-training and retraining, guidance and counseling and business-industry partnerships have been neglected. We urge you to continue these separate authorizations for each of these initiatives.

The need for expanded Federal leadership in the area of career guidance and vocational counseling has never been more critical. In H.R. 1128, vocational educators would increase the authorization level for career guidance to a more realistic amount of $30 million, and make other adjustments to encourage better performance.

Perhaps no area is as crucial to improving the future performance of vocational education as the development of those who delivered services.

As the nation's teaching force ages, problems of teacher shortages will intensify. Moreover, issues of teacher quality and minority instructor recruitment continue to be prominent.

According to a special report in Business Week last September "between retirement and normal attrition, America could need to replace up to one million teachers, half the current force, before the end of the century.

If that is true for vocational education, at least 125,000 teachers must be recruited in the next decade. We also need teachers to train teachers.

Furthermore, occupational skills become obsolete more rapidly than basic skills, and therefore, skill upgrading must be given a high priority.

H.R. 1128 proposes a new Vocational Education Personnel Development Assistance Program to provide opportunities for advanced study and skill upgrading.

Mr. Chairman, there are a number of other items found in H.R. 1128 which deserve the Committee's attention involving student organizations, new programs for those with limited English proficiency, the establishment of a national data system and assistance for small businesses.

Time does not allow me to describe them. The details are included in the position paper submitted with our statement.

Mr. Chairman, this concludes my remarks.

Vocational educators and the AVA appreciate this opportunity to testify. We would appreciate the inclusion of our position paper in the record, and we would be delighted to answer questions. Thank you.

[The prepared statement of Dr. Niel Edmunds follows:]

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TESTIMONY

ON

H.R. 7 AND H.R. 1128

BY

DR. NIEL EDMUNDS
PRESIDENT
AMERICAN VOCATIONAL ASSOCIATION

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY
AND VOCATIONAL EDUCATION
U.S. HOUSE OF REPRESENTATIVES

MARCH 16, 1989

Mr. Chairman and Members of the Subcommittee:

My name is Niel Edmunds, President of the American Vocational Association (AVA) and Coordinator of Industrial Education for the University of Missouri-Columbia. I am pleased to appear today on behalf of vocational educators -- and the more than 19 million students we serve -- to support the reauthorization of the Carl D. Perkins Vocational Education Act and testify on various bills before the Committee.

We are supportive of H.R. 7, Mr. Chairman, which we understand to be a "shell" for later Committee amendments, because even in its present form, it would continue a law that provides vital federal leadership on behalf of the so-called "Forgotten Half"-- those students and workers who do not pursue baccalaureate college education. We are supportive of H.R. 22, and the concept of Tech-Prep Education, introduced by Congressman Ford, because it extends federal leadership into a new area of innovation that should pay important dividends to the American workforce and economy.

And, as you might expect, we are especially supportive of H.R. 1128, the "Carl D. Perkins Vocational-Technical Education Act Amendments of 1989", introduced on behalf of AVA by Chairman Hawkins and Congressman Goodling. It is a bill that we have worked on extensively for the past two years to provide Congress with a thorough summary of professional views, from AVA's 45,000 vocational teachers, administrators, and counselors -- those on the front lines of shaping America's workforce. We are not just "shop", as some outside the profession would stereotype us, although we are proud of our programs in this area. Our members prepare students for jobs in fields as diverse as agriculture, business, office education, health occupations, marketing, and technical and industrial trades and occupations.

On their behalf, thank you Mr. Chairman and Mr. Goodling for introducing H.R. 1128 and giving the views of our educators a formal place in the public debate. We hope many of your other colleagues will join you and I look forward to discussing our bill with the Subcommittee this morning.

Let me begin by summing up the views of vocational educators with regard to the Perkins Act. Without question, we support its continuation and urge its reauthorization with some modest improvements.

The law is not perfect and our programs are not perfect -- both can be improved and should be. But we support modification rather than major reform. While it has been nearly five years since you completed the major 1984 rewrite of the legislation, because of the time it takes to develop regulations and then translate them into program instructions, vocational educators have had only a few years to really implement the extensive changes you required in 1984. We believe that the risk of losing much of the good that the 1984 Perkins Act may even now be accomplishing argues against another major rewrite at this time. We prefer improvements to the 1984 Act through amendments. To use a "voc ed" metaphor, in our opinion, it is time for a rather thorough fine-tuning of the engine, but not a complete overhaul.

I know you have heard a good deal of testimony over the past weeks regarding areas of the law badly in need of this tune-up. This morning, since our bill, H.R. 1128, is rather specific, let me briefly summarize our position on some of the more frequently discussed issues, and then spend time on some suggestions with which you may be less familiar.

Authorization and Funding

As found in section 3 of H.R. 1128 (page 3, line 18), vocational educators would like to see the provisions of the Perkins act continued and, without apology, would like to see renewed Federal investment -- in plain words, more money. I know by now you are tired of hearing about the effect of inflation on this country's education programs. But that does not lessen the fact that today's appropriation of $918.4 million for vocational education is worth only $558 million in 1980 dollars when our appropriation was $784 million. The buying power of the federal vocational education dollar has dropped about $230 million -- more than 30 percent -- in just ten years. Thus, H.R. 1128 would raise authorization levels to maintain the level of commitment signaled by Congress in 1984 and suggest new authorizations to cover initiatives which vocational educators are suggesting.

In addition, H.R. 1128 would eliminate the current 2 percent set-aside from state basic grant funds for national programs and, instead, give each of the title IV national programs its own separate authorization. This should increase the flow of funds to the states without adversely affecting national leadership.

Special Populations and Program Improvement Set-asides

Vocational educators believe the Title II set-asides for special populations and program improvement have accomplished much of what Congress intended. The balance of purpose between creating better programs for all students and increasing the access to those programs for underserved populations should be retained. We also believe the categorical set-asides for Title II-Part A special populations should be protected -- but relaxed. As found in section 202 of H.R. 1128 (page 30, line 1), we believe that allowing states the flexibility to transfer up to 20 percent of the funds allotted to any one special population set-aside category to another category, after documenting the need to do so in the state plan and after receiving the written approval of the

Assistant Secretary, can end many of the problems associated with set-asides. Federal bureaucracy would be more flexible, state plans could conform more readily to state-to-state differences, while individual special population groups, often vulnerable in the rough-and-tumble world of political "pie-cutting" at the state level would be protected. AVA believes it is a worthy compromise and urges your consideration.

While some may advocate the removal of set-asides altogether, others may go to the opposite extreme of suggesting that participation in federally sponsored vocational education be limited only to the economically disadvantaged. We urge your rejection of such proposals.

Vocational education is for all students. Let us -- help us-- continue to serve the academically disadvantaged, but do not allow Federal leadership to brand our students, America's workers, as "intellectually slow." Let us continue to serve the economically disadvantaged, but do not allow Congressional action to label our programs as "welfare."

Vocational education offers real hope to many in our society, but existing stigmas already attached to the "Forgotten Half" are convincing many that to succeed in America one must have at least a four-year college degree. Anything less is failure. Do not add to existing stigmas our programs and students bear by limiting federally sponsored participation only to the poor. To do so would exclude many single parents, many handicapped students, many students in danger of dropping out of school, and many with language difficulties who, while in need of our services, do not fall under arbitrary poverty definitions. Help us strengthen our overall curriculum and provide additional access to those with special needs so all who participate in vocational education can be proud.

Secondary and Postsecondary Vocational Education

While some may suggest that set-asides be removed for special populations, others may suggest yet new set-asides for postsecondary education. Vocational educators believe that Federal leadership should be present to some degree in each State not only for postsecondary but for secondary vocational education as well. As found in section 112 of H.R. 1128 (Page 17, line 19), we suggest minimum guaranteed levels of activity, rather than set-asides. While still allowing state discretion and flexibility, this commits the Congress to the support of both high school and post-high school vocational programs, assures the possibility of successful articulation activities in each state, and protects what we hope will be a new federal investment in tech-prep education programs across the country. We would suggest that a minimum of 25 percent of each state's title II funds be spent in postsecondary activity and that a minimum of 25 percent be guaranteed for secondary activities. States could decide the proper balance within the scope of those guaranteed minimums. Ratios of 75-25, 60-40, or 50-50 would be okay; ratios of 100 percent to one and zero to the other would not. Vocational educators want to emphasize that it is every bit as important to guarantee the continuation of federal leadership in high school vocational education as it is in postsecondary voc ed. Like it or not, regardless of our best efforts, many students are not going to pursue postsecondary education opportunities. They must depend on the skills, both academic and occupational, that they have gained in high school. As the Second Interim Report from the National Assessment of Vocational Education points out, about 40 percent of high school graduates do not enter postsecondary schools and another 23 percent leave postsecondary schools without obtaining a credential.

Some will suggest that vocational education is not important for their employees -- that if prospective employees can read and write, business will do the rest. Perhaps that is true for the industrial giants of this country, though it might be wiser to interview some of their employee supervisors before agreeing. But some 85 percent of the jobs in this country come from small business -- not industrial giants -- and they do depend on the high schools of this country to train their workers.

Integration of Basic Academic Skills

Discussions of the role of vocational education in secondary schools leads naturally to questions of integrating basic skills into the high school vocational education curriculum. Vocational educators support and, as found in section 201 of H.R. 1128 (Page 27, line 15), the AVA bill would continue the use of federal funds to further integrate basic education skills into the vocational education curriculum. Our bill would further encourage state and local education agencies to grant academic credit for those vocational education courses into which core academic competencies have been successfully integrated.

Dr. Jim Bishop of Cornell University, in his research for the Center for Advanced Human Resource Studies titled, "Vocational Education for At-Risk Youth", correctly asserts that "complete specialization in vocational education which ignores preparation in basic skills is not as effective as a curriculum that provides both vocational skills and competency in basic skills." But he goes on to assert that "vocational courses sometime contribute more to the development of basic skills than watered down courses in academic subjects." His research concludes that "apparently the key determinant of learning is the rigor of the courses taken, not the total number of academic courses or the total number of hours spent in a school building during the year." The fact is that we need both academic and vocational-technical skills in our curriculum. Most importantly, we do not have to choose. We can have both.

The William T. Grant Foundation Commission on Work, Family and Citizenship in its Final Report, The Forgotten Half: Pathways to Success for America's Youth and Young Families, points to the danger of including only academic skills in high school curriculums:

> The Commission supports strong instruction in core subjects, but we reject the notion espoused by some educators that high schools should teach only academic skills that are geared to those going to college and that are ordinarily taught in a manner that ignores the learning styles of many young people. Given the varying needs of a diverse population of learners, continued concentration on college-bound students will drive an even larger percentage of our students to educational failure.

Coordination with the Job Training Partnership Act

Vocational Educators support cooperation with programs of the Job Training Partnership Act (JTPA) and H.R. 1128 seeks to continue and strengthen such efforts. As found in section 3 of H.R. 1128, (Page 3, line 18), AVA would specifically suggest an open-ended authorization for the Perkins Act like that presently in affect for JTPA. This would aid state coordination and local implementation of vocational education programs by assuring the continuing presence of federal leadership and support for both programs.

But vocational educators want to emphasize that the Perkins Act and the JTPA are two separate pieces of legislation, with two different sets of purposes. One is intended to focus primarily on those in school settings in need of education; the other on those youth and adults in situations which require additional training. Each has its own vital role to play in a comprehensive federal approach to building the American workforce. But they must go hand-in-hand -- not piggy-back.

Tech-Prep Education and Articulation

As stated earlier, vocational educators endorse the concept of tech-prep education as contained in H.R. 22, and AVA has incorporated it into H.R. 1128. There are some minor differences that we hope will be considered by the Committee. We suggest that "tech-prep" be included as a state-administered program under Title III while H.R. 22 creates it as a national discretionary program under title IV. We would like to see the definition of a tech-prep program clarified to ensure that agriculture, business, and health occupations are included. But these differences pale in comparison to the importance of the concept itself and we applaud Congressman Ford for including it as part of the Perkins Act.

In fact, AVA suggests that articulation between secondary and postsecondary vocational education should occur elsewhere in the Perkins Act as well. As found in section 120 of H.R. 1128 (page 26, line 9) AVA proposes that local applications for assistance be required to describe local efforts to encourage secondary and postsecondary articulation arrangements. These might include the creation of local instructional advisory committees and the development of technical preparatory/associate degree and certificate programs, envisioned by the tech-prep education concept. H.R. 1128 would also cite the development of articulation programs as appropriate uses of funds under Title II-Part B program improvement activities.

Now, Mr. Chairman, allow me to move on to some of those ideas in H.R. 1128 about which the subcommittee may be less familiar.

Federal and State Governance

Vocational educators support the continuation of the sole state agency concept. We believe that it, by far, makes the most sense for consistent state administration of Perkins Act funds. H.R. 1128 does not alter the existing sole state agency arrangement.

As found in section 101 of H.R. 1128 (page 7, line 10), substantial changes are suggested with regard to federal administration of the Act. AVA sees a need to strengthen vocational education as a priority within the Department of Education and assure consistency in its year-to-year operation. Existing statutes establishing the Office of Vocational and Adult Education (OVAE) in section 206 of the Department of Education Organization Act (P.L. 96-88) are very general regarding specific functions of the Office and what Congress can expect in the way of performance.

H.R. 1128 would change that by authorizing OVAE within the Perkins Act, to stand as a visible advocate within the Department of Education. Specific responsibilities would be spelled out regarding such items as technical assistance, staffing and personnel, and administrative accountability. The National Assessment of Vocational Education has underlined the need for a stronger Office in its testimony before the Subcommittee earlier this month when its Director, John G. Wirt, recommended developing "expertise at the federal level in the design and implementation of systems for measuring the performance of vocational education" and "expanding capacity at the federal level for identifying policies and practices in vocational education."

Perhaps most importantly, H.R. 1128 would require future Presidents to nominate Assistant Secretaries heading OVAE who possess "comprehensive background(s) in vocational-technical education and adult education as demonstrated by preparation, work experience, and recognized professional achievement." The need for experienced leadership cannot be overemphasized. Note additional statements from the testimony of National Assessment Director Wirt during testimony earlier this month:

> The Perkins Act has noble goals to expand access to quality vocational education for at-risk populations and improve the quality of programs generally, but the regulatory and implementation process has done little to translate those goals into effective programs and services.
>
> Certain regulatory interpretations have weakened important statutory provisions.
>
> Presented with insufficient federal guidance, states and localities do little to 'target' federal resources to students with greatest needs.

Regulatory inadequacies and insufficient federal guidance lay at the feet of the OVAE Assistant Secretary. An Assistant Secretary who knows the field and who has evidenced leadership in the profession is necessary to correct those inadequacies.

There has been considerable talk lately about "plum" jobs and "prune" jobs within the federal bureaucracy. The "prunes" are those tough jobs in government requiring hard work and experience. The Assistant Secretary of Vocational and Adult Education is a "prune" job. The head of OVAE must be able to administer the agency and provide direction to the field through the nuances of the regulatory process, to stand up in budget meetings with OMB and Congress and explain the cost and benefits of investing in vocational education, and to advise on education policy. It takes experience and we urge Congress to require it.

Title III -- Special Programs

Title III of the Perkins Act supports special state programs. These are sometimes incorrectly described as set-asides. Actually, each program has its own authorization and must plead its case before the Appropriations Committees of the Congress each year. As evidence, while there are currently five separately authorized initiatives, only two have been funded during the past five years: assistance to community-based organizations serving disadvantaged youth and consumer and homemaking education. Adult training and retraining, guidance and counseling, and business-industry partnerships have been neglected. Vocational educators urge you to continue the

separate authorizations for each of these initiatives.
As found in section 301 of H.R. 1128 (page 34, line 23), AVA proposes continuing assistance for community-based organizations. H.R. 1128 would enlarge the scope of assistance to include model programs using vocational education approaches to prevent youth from dropping out of school or to promote their re-entry.
As found in section 311 of H.R. 1128 (page 36, line 7), the AVA bill would expand the role that federally sponsored consumer and homemaker education already plays in the classrooms of this nation with young women and young men. H.R. 1128 would further emphasize the important work being accomplished in areas such as balancing work and family, teaching parenting skills, preventing teen pregnancy, assisting at-risk populations, and promoting family and individual health. A new national demonstration program (page 74, line 8) is also proposed.

Career Guidance and Vocational Counseling

The need for expanded federal leadership in the area of career guidance and vocational counseling has never been more critical. Again, quoting from the W.T. Grant Commission's Final Report:

> Despite the very real benefits of non-collegiate post high-school education and training, such opportunities are considered 'second-best' by many policymakers and by the education establishment. High school guidance counselors, for example, spend much of their time on pre-college counseling, rather than on pre-employment options. Indeed, one recent study shows that the income and education levels of the students' community, rather than the students' abilities and interests, determines the kind of counseling offered to young people.

The Bishop study on at-risk youth also pointed to "poor career guidance" as a reason many young people left jobs they were placed in after high school graduation.

As found in section 331 of H.R. 1128 (page 5, line 5), vocational educators would increase the authorization level for Title III-Part D career guidance and vocational counseling programs from its currently insufficient amount of $1 million (which has never been appropriated) to a more realistic amount of $30 million. H.R. 1128 would further require state-level leadership and supervision for career guidance, vocational counseling, and placement programs (page 25, line 6) and require that 20 percent of the funds be used to "establish, implement, or demonstrate student/client outcome standards" (page 41, line 24).

Education Partnerships with Business, Industry, and Labor

H.R. 1128 would place substantial emphasis on business-industry-labor partnerships. To help with regulatory problems already described, as found in section 101 of H.R. 1128 (page 10, line 13), the Assistant Secretary of OVAE would be required to solicit input from regional business, industry, and labor leaders. As found in section 341 of H.R. 1128 (page 42, line 18), AVA would require business and industry to be actively involved in planning and operating programs funded under this part. Also a new activity would be authorized to encourage collaborations between small business and vocational education to develop high technology skills relevant to their specific needs.

Professional Development

Perhaps no area is as crucial to improving the future performance of vocational education as the development of those who deliver the service. As the nation's teaching force ages over the next decade, problems of teacher shortages are likely to intensify. Moreover, issues of teacher quality and minority instructor recruitment continue to be prominent. According to a special report in Business Week of last September, "between retirment and normal attrition, America could need to replace up to 1 million teachers -- half the current force -- before the end of the century." If that is true for vocational education, at least 125,000 teachers must be recruited in the next decade. We also need teachers to train teachers.

But, the problem runs deeper. As the Bishop research reported, "occupational skills become obsolescent more rapidly than basic skills, and this means that vocational teachers must give high priority to keeping their curriculum and their own skills up-to-date."

As found in section 406 of H.R. 1128 (page 58, line 9), AVA proposes a new Vocational Education Personnel Development Assistance (VEPDA) program. VEPDA would provide opportunities for experienced educators to spend time in advanced study; for current educators to upgrade their skills; and for gifted and talented vocational education students to be recognized through federal and state internships.

Teacher education is especially important as we search for methods to best reach at-risk students. Recent research titled "Outcomes of Vocational Education for Women, Minorities, the Handicapped and the Poor" found that teachers reported very little formal preparation or in-service training in ways to be responsive to the needs of at-risk students. As found in section 406 of H.R. 1128 (page, 68, line 1), AVA would suggest new authority for "leadership development research institutes" to enhance teacher education consistent with purposes of the

Perkins Act. In addition, H.R. 1128 would, in section 406 and elsewhere throughout the Act, encourage and support new efforts to recruit minority instructors and those with special skills or experience working with special populations.

Other Considerations

Mr. Chairman, there are a number of other items found in H.R. 1128 which deserve the Committee's attention but which time does not allow me to describe in more detail at this time. Details are included in the position paper submitted with our statement.

H.R. 1128 would emphasize the importance of vocational student organizations throughout the Act. It would also provide student members of vocational student organizations representation on state and federal advisory groups.

H.R. 1128 would provide strong, new targeted support for individuals with limited English proficiency. With a work force that will increasingly consist of linguistic minorities, the need for a program with funds targeted based on need is obvious. While maintaining the existing bilingual discretionary program, AVA suggests a new, $40 million authorization for targeted assistance based on the proportion of linguistic minorities in each state. Among other things, this program would provide: 1) vocational education, training, and worksite programs which integrate English language instruction into the curriculum; 2) vocational skill training for finding and keeping a job, designed specifically for persons with limited English proficiency; and, 3) special services which address the barriers imposed by cultural and language differences.

Accountability and the Need for National Data

In closing, Accountability has been a consistent theme during discussions on reauthorization. Vocational educators believe this is due more to the lack of data at the national level necessary to document accountability rather than a lack of accountability in program performance. Statements made before this Committee by the General Accounting Office (GAO) are, alone, sufficient to document the problem.

> Complete and reliable data on vocational education enrollment and spending, which might have aided GAO in reaching more definitive conclusions concerning the implementation of the Perkins Act on a nationwide basis, were unavailable at either the national or state levels.

A new, revitalized national data system is needed. H.R. 1128, in section 421, calls for the re-establishment of a national data system (page 76, line 8). Given the challenges vocational educators face, we are proud of our performance. But we need national data, reaching across state lines to document our success. Past systems have failed. The system we propose is different in that includes requirements to assure broad representation in the design of the system to guarantee its future relevance to state and local planning needs. While our proposal needs refinement, perhaps it offers the Committee a starting point to create a workable alternative to the current absence of reliable national data.

Conclusion

Mr. Chairman, that concludes my remarks. Vocational educators and AVA appreciate this opportunity to testify. We would appreciate the inclusion of our position statement in the record and would be delighted to answer any questions.

SUMMARY OF AVA BOARD OF DIRECTORS POSITIONS REGARDING THE REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT OF 1984

In order to provide Congress with a thorough summary of professional views concerning the reauthorization of the Carl D. Perkins Vocational Education Act of 1984, the American Vocational Association (AVA), nationally representing some 45,000 vocational educators, has conducted over the past two years an extensive, open process seeking areas of consensus. Early in 1987, some 150 representatives of local, state and national education agencies, organizations, and associations responded to AVA's request for suggestions for improving the Perkins Act. Those responses were consolidated into position statements which the AVA Board of Directors reviewed at its July, 1987 Board meeting. A draft bill was subsequently developed, circulated throughout the professional community, reviewed, and revised at successive Board meetings. After eight drafts and more than 750 written responses, the Board approved a final draft bill in December, 1988. This summary highlights the major changes proposed by the Board in its final reauthorization document.

Authorization and Funding

The AVA Board supports the continuation of the Carl D. Perkins Vocational Education Act of 1984 and urges its reauthorization with modest modifications and increased funding authority to account for inflation and expanded responsibilities. The Board further suggests that the Federal leadership role in vocational education be an on-going one.

AVA's proposed bill would increase all authorization levels sufficient to account for inflation since 1984 and would provide an "open-ended" authorization period like that already enjoyed by the Job Training Partnership Act (JTPA). Now the Perkins Act expires every three or four years; under the AVA proposal, the Perkins Act would not have a specific expiration date. This should aid state and local administration by assuring the continuing presence of Federal leadership and assistance. In addition, the AVA bill would eliminate the current two percent set-aside of state basic grant funds for national programs and, instead, give each of the title IV national programs its own separate authorization. This should increase the flow of funds to the states without adversely affecting national leadership.

Federal Governance/Administrative Changes

The AVA Board sees a need to strengthen vocational education as a priority within the Department of Education and to assure consistency in its year-to-year operation, especially given the Administration's FY 1988 proposal to terminate Federal funding for vocational education altogether and the total absence of vocational education in past-Secretary of Education Bennett's proposed model high school curriculum. Strong Federal leadership for vocational education should not be contingent on political expediency or executive discretion. The presence of qualified Federal staff with specific responsibility to administer quality Federal vocational programs should be mandated.

AVA's bill would provide that the Office of Vocational and Adult Education (OVAE) be authorized within the Perkins Act to stand as a visible advocate within the Department of Education. Essential functions necessary to run the Office would be spelled-out and transferred from the Secretary of Education to the Assistant Secretary. Future Presidents would be required to nominate Assistant Secretaries possessing a vocational education background and key professional staff would be required to be qualified by experience.

Sole State Agency and State Governance

The AVA Board supports the continuation of the sole state agency concept and suggests that the law provide for a closer relationship between the sex equity coordinator and vocational education. The Board further supports placing provisions in the law assuring the presence of qualified State level staff.

AVA's proposed bill would retain the sole state agency provisions of current law. It would provide that the sex equity coordinator be a full-time position and allowed to have sufficient staff, as determined by the state director of vocational education, under whose supervision the coordinator would work in order to avoid administrative isolation. The bill also proposes that the current mandate for the coordinator to administer single parent and homemaker programs, as well as the sex equity program, be discretionary in order to maximize resources in the area of sex equity and expand administrative flexibility. AVA's bill would require that the state director of vocational education be qualified by relevant experience.

Special Populations and Program Improvement Set—Asides

The AVA Board supports the continuation of a balance between program improvement funds and funds for special populations in Title II.

AVA's bill would maintain the existing balance of Title II funds at 57 percent for special populations (Part A) and 43 percent for program improvement (Part B). Of sums allocated for disadvantaged and handicapped populations, 5 percent would be available for statewide programs including model demonstration programs, teacher education and skill upgrading, technical assistance for local program development, applied research and development, and curriculum adaptation/revision. Existing set-asides for special populations authorized in Part A would be maintained, but to promote state program consistency and allow for state-to-state differences in need among special population groups, states, with the approval of the Assistant Secretary, would be able to transfer up to 20 percent of any one category to another category.

Secondary and Postsecondary Vocational Education

The AVA Board supports a guarantee of some Federally supported secondary and postsecondary vocational education activity in each state, especially for the purpose of encouraging articulation.

The AVA draft bill proposes that, of each state grant allotment under Title II, at least 25 percent be available for programs of secondary vocational education and at least 25 percent be available for programs of postsecondary vocational education, including education for adults, especially in out-of-school settings.

Integration of Basic Education Skills

The AVA Board supports the integration of basic education skills into the vocational education curriculum and also believes that, when successfully accomplished, academic credit should be granted for those courses.

AVA's bill would continue to allow States to use a portion of their allotment for basic skills instruction which reinforces core academic competencies. It further encourages state and local education agencies to grant academic credit for those vocational education courses into which core academic competencies have been successfully integrated.

Vocational Student Organizations

The AVA Board supports making specific references within the law to vocational student organizations as an integral part of vocational education.

AVA's bill would emphasize the importance of vocational student organizations. It would provide that Federal staff be required to have an understanding of vocational student organizations and that, in selecting individuals to serve on state councils, due consideration be given to student members of vocational student organizations. It would further provide that at least one member of the National Council on Vocational Education be a student active in student organizations. The bill also suggests that state plans, among other things, examine the availability of vocational student organization activities throughout the state.

Community—Based Organizations Serving Disadvantaged Youth

The AVA Board believes that community-based organizations can play an increasingly important role in providing vocational services to hard to reach youth and supports the continuation of assistance for vocational education programs for disadvantaged youth carried out by community-based organizations.

AVA's bill would maintain assistance for community-based organizations serving disadvantaged youth as a special initiative under Part A of Title III. It would expand authority to carry out model programs suitable for replication utilizing vocational education approaches to prevent youth from dropping out of school or to promote their re-entry.

Consumer and Homemaking Education

The AVA Board supports the continuation of a separate authorization for Consumer and Homemaking Education within Title III, Part B Special Programs and supports addressing a number of national priorities and emerging concerns through such education.

AVA's bill would clarify that consumer and homemaking education plays an important teaching role in the areas of balancing work and family, parenting, family and individual health, child abuse prevention, teen pregnancy prevention, and assisting at-risk populations. In addition, model programs carrying out these and other purposes would be listed among those eligible for Title IV-Cooperative Demonstration Program funding.

Career Guidance and Vocational Counseling

The AVA Board supports the continuation of a separate authorization for career guidance and vocational counseling as a Title III, Part D Special Program and suggests that the law provide for strong career guidance and vocational counseling linkages throughout the Act.

AVA's bill would maintain Title III, Part D, as a separate authorization and increase its authorization from $1 million to $30 million beginning in fiscal year 1990. It would further require state-level leadership and supervision for career guidance, vocational counseling, and placement programs and update the existing "hold harmless" provision so states will maintain current efforts. About 20 percent of Title III-D funds would be used for research and demonstration projects to establish, implement, or demonstrate student/client outcome standards.

Business—Industry—Labor—Education Cooperation

The AVA Board supports increased authority within the law to promote and stimulate greater cooperation and coordination between business, industry, labor, and vocational education. New emphasis is encouraged on cooperation with small business.

AVA's bill would place substantial emphasis on business-industry-labor-education partnerships. The Assistant Secretary, in developing regulations would be required to convene regional meetings where input from business, industry, and labor would be required. Additional involvement would be specified with community-based organizations serving disadvantaged youth. Also, within the existing Title III-Part E Special Program for Industry-Education Partnerships, a new requirement would be added for business and industry to be actively involved in planning and operating programs funded through such partnerships and a new activity would be allowed to encourage collaboration between small business and vocational education to develop high technology skills relevant to the needs of small business.

Tech—Prep Education Programs and Articulation

The AVA Board endorses the concept of Tech-Prep Education programs as proposed in H. R. 22, suggests that the concept be integrated into the Perkins Act itself, and supports other articulation efforts among various secondary and postsecondary vocational education institutions.

AVA's bill would integrate the Tech-Prep Education Act into the Perkins Act as a new Part F under Title III--Special Programs. AVA's bill also proposes that local applications for assistance be required to describe local efforts to encourage secondary and postsecondary articulation. These might include the creation of local vocational instructional program advisory committees and the development of technical preparatory/associate degree programs for occupational education programs begun in the junior year of high school and completed in a technical institute or community or junior college. Articulation programs would also be specifically cited among appropriate uses of funds within Title II-Part B Program Improvement activities and other Title III programs.

Accountability And The National Vocational Education Data System

The AVA Board supports increased funding for national research to provide increased program accountability and increased dissemination of findings regarding curriculum development, program improvement and innovation, and teacher education. As one important means to address these needs, the Board supports the reinvigoration of the National Vocational Education Data System.

AVA's bill would establish and support up to ten leadership research institutes to improve the ability of vocational education to better train teachers and prepare the field to respond to the needs of the labor market and special populations. It would also reestablish the National Vocational Education Data System with new requirements to assure broad representation in the design of the system and to guarantee the relevance of gathered data to state and local planning needs.

Professional Development

The AVA Board supports the provision of funds to train potential vocational/technical education leaders and develop teacher personnel.

AVA's bill proposes a new Vocational Education Personnel Development Assistance program in Title IV to provide opportunities: 1) for experienced vocational educators to spend time in advanced studies; 2) for vocational educators to upgrade their skills; 3) for certified teachers trained in other fields and for persons in business and industry with useful skills to become vocational educators; and 4) for gifted and talented vocational education students to intern in Federal and state agencies, research institutions, and policy-making organizations. The proposed authorization of up to ten leadership research institutes in Title IV would also help address specific problems in teacher education.

Curriculum Development

The AVA Board supports providing specific funding for Curriculum Coordination Centers.

AVA'S bill would create a new section in Title IV establishing in law the existing National Network on Curriculum Coordination in Vocational and Technical Education. It would continue the current six regional curriculum coordination centers and would require that at least $1 million be available each year to fund the centers.

Minority Instructor Recruitment

The AVA Board supports Federally sponsored efforts to attract vocational education instructors and administrators from minority groups and other special populations.

AVA's bill would provide, as part of personnel development, that special emphasis be placed on recruiting more instructors from minority groups, as well as educators with skills and experience teaching persons with limited English proficiency. The bill would further provide a new cooperative demonstration program designed to develop ways to attract qualified individuals, especially minorities, to full-time study and preparation for leadership within the field of vocational education.

Limited English Proficiency Vocational Training

The AVA Board recognizes the need for increased access to vocational education on the part of those with limited English proficiency.

AVA's bill would authorized a new program of targeted assistance for persons with limited English proficiency. Among other things, the program would provide: 1) vocational education, training and worksite programs which integrate English language instruction into the curriculum; 2) vocational skill training for finding and keeping a job, designed specifically for persons with limited English proficiency; and, 3) special services which address the barriers imposed by cultural and language differences.

Mr. **Perkins**. Thank you, Dr. Edmunds.

Mr. Ambach?

Mr. **Ambach**. Congressman Perkins and Members of the Subcommittee. May I say, Congressman Perkins, it is indeed an honor to be before you as you sit in the Chair, and as we discuss some Acts which bear your father's name.

It was my privilege to work with him over several years and his contribution to education in America has been just tremendous. So it's a special privilege to see you in that Chair this morning.

I'm speaking on behalf of the Council of Chief State School Officers, the state superintendents and commissioners of education. And I'm speaking about a statement of November 1988 which was unanimously approved by the Chief State Officers on the subject of recommendations for vocational-technical education reauthorization.

Vocational education is an essential part of American education. Since 1917 the Federal government has had a very specific commitment to support vocational education and to drive state and local interests in a direction of developing a sound occupational preparation system for this country. That's since 1917.

We've learned a great deal over those seventy years. And I believe that that experience and that wisdom comes before you at this time.

The important Act is to revise, not to change substantially, but to revise this Act so that in fact it is keeping up with technological and economic changes.

The Perkins Act is a sound basis, but it does need some revisions. Those revisions ought to be in the direction of five objectives, which we have stated.

If I may relate those objectives to some of the questions that you have posed at an earlier time, that would put into context the recommendations that we've presented to you in the booklet.

Our first one is that the attention must be on the improvement of quality, a point to which Congressman Goodling spoke just a few moments ago, and as did Congressman Ford.

The second objective must be to more closely link vocational and academic studies, a point to which Congressman Sawyer was speaking just a few moments ago.

The third objective must be to assure that vocational-technical education opportunities of the highest of quality are available to all—and I put the emphasis on all.

That's what set-asides are for. That's what the concern for equity is for, to make certain that the provisions of this Act and of our system are available to all across this country.

The fourth objective must be to be certain that this Act is revised so that it is in companionship, it is a part of the major education reform that is going on in this country.

That, again, is related to the question of linking academic and vocational change.

And the fifth objective is to be certain that this Act is well-connected with the other Federal initiatives and those activities and institutions, whether they be in the educational system or other systems, that are all directed toward making certain that this nation is competitive, and that all the resources we have are genuinely committed toward occupational preparation for the 21st Century.

Now toward those objectives we have advanced 11 specific recommendations. They are all included in the booklet, which has been provided as a part of my testimony. There is not time to review each of them. I would like to be selective toward the ones which I believe are most essential in your questions in these hearings, and in perhaps some of the controversy that will occur and are recurring by way of the reauthorization.

We do make recommendations beginning on Page 5 of the booklet that has to do with the change of the definition an updating of the definition of vocational education, pushing it much more in the direction of recognizing technological change.

We make recommendations on the point of split between Parts A and B, that is program improvement and set-asides in this fashion. And I'm combining two of our recommendations, the first one and the sixth.

It is our opinion that there should be a maintenance of the levels of expenditure which have been put forth in fiscal 1989 for all of the set-asides. That should continue at least at that level, but the set-asides should remain in place.

There should be a certain flexibility of use within each of the states by way of those set-asides where there can be a demonstration satisfactory to the Secretary of Education, that that flexibility among the set-asides is caused because there is a relative difference in the populations to be served in that state as against the precise percentages for the set- asides.

Perhaps the most important point is that we believe that there must be new resources for vocational-technical education, which means that the increase really should be on the program improvement side, but that increase in program improvement should be directed toward those persons who are identified under the categories of special populations.

To put it in other words, the program must be primarily focused toward those who have been identified in special populations. That is the growth of the program and an assurance that where we are talking about program improvement, it is especially directed to those who have not been well- served in the past.

We hope that by trying to see this combination it brings a new level to the approach in this Act, which meets the objective of quality and the objective of access at the same time.

We have recommendations, Members of the Subcommittee, that I think are very important by way of improving the research and the data system, particularly the data collection which has been most absent in the past several years.

We have strong recommendations for support for training and retraining. I might point out, particularly, Congressman Sawyer, in this respect, training and retraining, both for those who are in academic and in vocational fields, that is the way we're going to assure that there's a connection between the two, not just in pronouncements about the fact that the two ought to be connected.

There are very important points of leverage that can be provided with this Act, which can assist both in retraining or training those in the academic and those in the vocational fields to see cross-over effects.

I might point out, because the question was raised earlier about what can you do with relatively small set-asides.

One thing that gets done is to leverage money, which is the other part of the system. Indeed, that's the heart of why we recommend that there still should be a system of certain set-asides toward a certain special population because that's the root end to other personnel and to other aspects of the system in order to be able to assure that there is a good leveraging of the funds.

We have recommended that there be a special provision added in this Act, which makes a cross-over with the Family Support Act of 1988.

That Act calls for training and education as a principle means for moving persons from dependency to independency.

That Act, if had a counterpart piece within this vocational education provision, we believe is a very promising way to reach toward persons who are perhaps most in need of occupational preparation in order to become productive and independent.

So that is a suggestion that we have made. Now the large part, that's something which would help stimulate this connection of systems.

Finally, I would say to the members of the Subcommittee in our recommendations that we would hope that as you revise this language, and as you review certain of the provisions that are cut-across, JTPA, adult education programs, the Family Support Act, that there be even a strengthening of some of the good language that is already in the Act toward the objective of combining these resources or enabling that it will happen at the local level.

We had a very wonderful presentation earlier of an example from Michigan, where clearly, they're doing it. They can put these pieces together. It can be done at the local level.

So it isn't a matter of changing the authority to make it possible. It is changing the authority to assure that it happens in many places across this land.

Thank you very kindly for the opportunity to be with you this morning. We will of course be pleased to respond to any questions.

[The prepared statement of Gordon Ambach follows:]

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Executive Director
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THE REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

A Statement of the Council of Chief State School Officers

Before the

House Education & Labor Subcommittee on Elementary,
Secondary & Vocational Education

Presented by

Gordon M. Ambach
CCSSO Executive Director

March 16, 1989

Education
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AMERICA

COUNCIL OF CHIEF STATE SCHOOL OFFICERS
379 Hall of the States, 400 North Capitol Street, N.W., Washington, D.C. 20001 • 202/393-8161

Mr. Chairman, Members of the Subcommittee, I thank you for this opportunity to present recommendations for reauthorization of the Carl D. Perkins Vocational Education Act. My statement represents the views of state commissioners and superintendents of education across the nation through our Council of Chief State School Officers (CCSSO) as expressed in our report, "Recommendations for a Vocational Technical Education Reauthorization," unanimously adopted in November 1988.

Vocational technical education is an essential part of American education. Since 1917, a federal investment in vocational education has helped to guide the commitment of state and local resources to build an occupational education system. The effectiveness of that system underpins the success of such federal programs as the Job Training Partnership Act (JTPA), Adult Education Act, and the Family Support Act of 1988.

The pivotal issue in reauthorization is to adjust the Perkins Act to accomplish five objectives:

1. To promote improvements in the quality of programs, especially for those with special needs who do not have access to high quality programs.

2. To support and encourage the integration of vocational and academic curricula.

3. To assure vocational technical education opportunities of the highest quality are available and accessible to all.

4. To assure that vocational technical education changes are related to major educational reform efforts and respond to national education and training priorities and regional economic needs.

5. To expand the impact of vocational technical education in addressing social and economic issues through collaborative interagency programs.

To achieve these objectives, we have eleven specific recommendations on pages 5-8 of our attached report. I invite you to examine them with me.

[Review of recommendations on pages 5-8 of Report]

Mr. Chairman and Members of the Subcommittee, the necessity for strengthening the vocational technical education capacity of our nation has been well documented by others appearing before you and it is set forth in the later part of our report. The task is to adjust current provisions so that The Perkins Act will be a driving force in reshaping the total federal, state and local commitment to preparation for productive employment in our nation. We look forward to assisting you in that task. Thank you.

RECOMMENDATIONS FOR A
REAUTHORIZED VOCATIONAL TECHNICAL EDUCATION ACT

Recommendation #1: Focus federal support under the Perkins Act on vocational technical education programs that meet the requirements of new and emerging technologies and a changing workplace.

The title of the Perkins Act should be changed to the "Carl D. Perkins Vocational Technical Education Act." The definition of "vocational education" in the current Act should be replaced with a new definition of "vocational technical education" which includes this central meaning:

> Vocational technical education means organized educational programs which are directly related to the preparation of individuals in paid or unpaid employment in current or emerging occupations requiring other than a baccalaureate or advanced degree. Such organized educational programs shall include competency-based applied learning which contributes to an individual's academic knowledge, higher-order, reasoning and problem-solving skills, work attitudes, general employability skills, and the occupational-specific skills necessary for economic independence as a productive and contributing member of society.

Recommendation # 2: Increase Perkins Act funds directed to improving the quality of programs to meet the identified needs of, and achieve tangible results for, special populations.

The Perkins Act provides a grant to each state, of which 57% must be allocated for programs and activities that enhance vocational education opportunities for special populations and 43% for program improvement. The funds allocated for vocational education opportunities may be used to pay the excess cost of providing services to special populations beyond what is spent on other students and for supplemental services to enable these individuals to participate. The funds may not be used to improve the programs which serve special populations.

To assure that programs serving all populations are of the highest quality, the allocation for program improvement should be increased, with an assurance that current funding levels for special populations would be maintained at least at FY 1989 levels. New monies provided for the basic grants to states in FY 1990 and thereafter should be directed to improve programs which serve high concentrations of students identified as having the greatest unmet need. The programs most in need of improvement would be identified in the needs assessment each state is required to perform. Additional funds would be used solely for activities to improve such programs to assure they meet specific goals established in the state plan.

Recommendation #3: Provide resources and require states to establish objective criteria and minimum standards to assess the quality of VTE programs and the needs of special populations and to set measurable goals in the state plan for improving programs and meeting identified needs.

Under the Perkins Act, states are currently required to assess the quality of programs and the needs of special populations. These provisions should be expanded to require the use of objective criteria and standards of competency in performing the needs assessment. Based on these criteria and standards, state plans should include specific goals for improving programs and increasing vocational education opportunities and outcomes for special populations. Program accountability should be tied to these criteria and standards.

Recommendation #4: Provide for systematic data collection, research, and evaluation of promising practices and models and of the role of VTE in student achievement, attainment and work productivity.

Provisions for data collection and research in the Perkins Act should be strengthened to enable national and state monitoring of progress toward program improvements, availability of programs to diverse populations, and outcomes of participation in terms of academic achievement and employment. Specifically suggested are:

- Authorization and funding of a state cooperative vocational education data project to develop more feasible and usable national and state data. Implementation of national data requirements should begin one year after enactment to enable collaboration with the states on the data elements. Results should be published within two years of the date of enactment, and annually thereafter.

- Annual submission of a national research agenda for VTE to Congress by the Secretary of Education, in conjunction with the budget process and in coordination with the broader education research agenda. The agenda should be made available for public comment in the *Federal Register*.

- Solicitation of research proposals, and acceptance of meritorious unsolicited proposals, by the Secretary from individuals at community colleges, state advisory councils, and state and local education agencies. The provisions requiring the Secretary to give preference to proposals from postsecondary institutions should be eliminated.

- Extension of the requirement for a national assessment of programs, providing for preliminary reports to Congress in January and July of 1993 and a final report by January 1, 1994 (assuming a 5-year reauthorization).

Recommendation #5: Support the training and retraining of both academic and vocational staff and counselors to better integrate the respective teaching strategies and curricula toward a goal of preparing all students for full participation in society, the economy, and the democratic process.

The current Act should be amended to specifically authorize use of state program improvement funds for training and retraining academic staff and counselors in the promising practices and methodologies that derive from both fields, and in the effective integration of curricula that results in a comprehensive, sequential program. Funds should be authorized and appropriated for training and retraining activities that assure all students have access to:

- teaching techniques that match learning styles, particulary the development of knowledge and skill through concrete experience and practical applications;

- a well-integrated curricula that encompasses core academic, higher order, and employability skills;

- preparation to enter a range of postsecondary educational and occupational options.

Provisions should also be added to support retraining of vocational technical personnel in modern instructional techniques, specific occupational skills, and new technologies.

Recommendation #6: Provide an incentive under the Perkins Act for welfare recipients to receive education and training services required by the Family Support Act of 1988 (welfare reform) through vocational education.

A new authorization should be added to the Perkins Act for funds to SEAs in states that make a commitment, as part of their Job Opportunities and Basic Skills (JOBS) program under the federal welfare reform program, to develop new vocational education services to fulfill the education and training requirements of the Act. These provisions should be coupled with JTPA so that vocational education programs have the flexibility to operate programs from multiple funding sources.

Recommendation # 7: Allow states the flexibility to address the needs of special populations according to the relative numbers of individuals to be served and their degree of unmet need.

The current Act requires the state basic grant to be divided among the special populations, including the disadvantaged, adults in need of training and retraining, the handicapped, single parents and homemakers, individuals in programs to eliminate sex bias and stereotyping, and criminal offenders in correctional institutions, as well as for program improvement. Because the numbers and needs of a particular special population may vary widely among states, each state plan must include assessment of the representation of special populations in the state, their unmet needs, and identification of resources to be allocated to meet those needs. The Secretary of Education should be authorized to approve state allocation of resources on the basis of the needs assessment in the state plan.

Recommendation #8: Provide incentive funding for innovative programs such as:

- programs of successful articulation between secondary and postsecondary levels, including secondary and community college articulation programs which produce technician-level graduates;
- programs that increase both the academic and vocational skill proficiences of students according to state-established standards and criteria;
- programs that coordinate funding, education, training with multiple public and private agencies and entities, particularly those that support successful outreach, school-to-work transition, and job placement models;
- exchange programs between vocational personnel and business, industry, and labor to enhance instructional relevance; and
- recruitment and training efforts to bring underrepresented populations into vocational education teaching and administration.

Specifically, a new authorization should be added to the Perkins Act to provide funds for competitive incentive grants to states that have established programs, such as those described above, which have demonstrated substantial success in assisting major reform efforts. Special consideration should be given those programs that serve large numbers or percentages of special populations, as well as programs involving coordination and collaboration among public and private agencies and entities, particularly at the secondary and postsecondary levels.

Recommendation #9: Assess the quality of vocational technical education programs at the state level on the basis of their compatibility with overall educational reform efforts and their capacity to respond to technological change and innovation.

The Perkins Act requires states to assess the quality of programs in terms of their:

1) pertinence to the workplace;
2) responsiveness to current and projected occupational needs;
3) capacity to facilitate entry into vocational education and ease the school-to-work and secondary- to-postsecondary transition;
4) technological and educational quality;
5) capacity to meet general occupational and academic needs of students.

The Act should specify that assessment of the technological and educational quality of vocational curricula, equipment, and instructional material should include compatibility of the program with educa-

tional reform efforts and capacity to enable graduates to succeed in jobs requiring high skill levels. States should adopt objective criteria and standards of quality and effectiveness.

Recommendation #10: Examine the role of vocational technical education nationally in advancing educational reform, responding to the demands of new and emerging technologies, as well as addressing the needs of employers and workers to train and upgrade skills in alternative settings.

The statutory requirements describing the major areas for national research should be expanded to include research, assessment, and evaluation of the role of vocational technical education in furthering major reform efforts and advancing technological change and innovation. Provisions should be added to promote development of innovative and effective models for increasing flexibility in the delivery of VTE services and promoting accessibility through the use of alternative settings, such as community-based organizations, worksites, and other non-traditional facilities.

Recommendation #11: Encourage and require national and state level coordination of VTE with other programs through provisions that:

- promote the development of effective business/school partnerships to assist in the development of model curricula, to identify standards for basic and skill competencies, to expand opportunities for work-related job experiences, to improve the quality of the teaching staff, to name a few;

- mandate collaboration with other federal, state, and local agencies such as Health and Human Services, Labor, Defense and Youth Services to enhance and support the activities of each to prepare and maintain the workforce;

- encourage articulation between secondary and postsecondary institutions and among schools, job-training programs and worksites to maximize existing resources and provide for maximum attainment of worker and industry goals; and

- facilitate linkages with community-based organizations and other programs of welfare reform, job training, counseling, equity, and literacy, to name a few; and, to the extent practicable, encourage the coordination of vocational technical models with programs addressing state and community problems such as poor housing and maintenance, needs of the elderly, and child care and parent education needs of matriculating and working adults.

Provisions should be added to require the Assistant Secretary of Vocational Education to consult with appropriate officials at the Departments of Health and Human Services (HHS), Defense, Labor and other relevant agencies on coordination of federal programs and implementation of the Perkins Act. States should be required to include in their state plans specific assurances of interagency collaboration and coordination of VTE with other federal and state education, training, health and social service programs. States should be permitted to operate programs with funds from multiple funding sources, such as JTPA, the Adult Education Act, etc.

These recommendations are made on the basis of reviews of current vocational education programs and the context of economic changes and needs described in the next section.

Mr. PERKINS. Thank you very much, Mr. Ambach.

Mr. Sanford Shugart?

Mr. SHUGART. Thank you. My name is Sandy Shugart. Call me Sandy, please. And I represent the North Carolina Community College System in which I'm the Vice President and Chief Academic Officer for the System.

You have, I think, my written comments before you. I won't read those, although I must admit I'm tempted to do that because it's easier than talking off the cuff, and I'm a little intimidated.

What I would like to do is emphasize a few points from the written testimony. I've been asked to address primarily Tech-Prep, and I'll do that. But I'd like to say first that our interest in the reauthorization act is primarily driven by profound changes in the economy that the reauthorization ought to recognize, mostly driven by technology, global competition and the other things with which you're very familiar.

What that amounts to in our industry, not just theoretically, but in very practical terms which we witness everyday, is a new formula, if you will, for success. One that's more flexible; one that depends much more heavily on human resources than in the past.

I'd like just to read one quote from the remarks. It's actually a paraphrase of Tom Peters. It says, "Industries with a future won't depend on physical plant and hardware, which can be duplicated anywhere for their competitive edge; they'll have to depend on human software to succeed."

We believe that's true, and that a key element of that is the development of a whole new class of technicians in this country, what some have called the gray collar revolution, Mr. Sawyer.

It is immensely important, I think, to recognize there are industries committed to investing in human resources. Their investment is somewhere in the neighborhood of perhaps 300 billion, but those kinds of companies are relatively rare, much too rare and are usually large. Unfortunately, national policy also is lagging somewhat behind those important trends. I will read a little bit from my comments.

The Federal government, as of last year, contributed somewhere in the neighborhood of $3,200 for plant and technology by the way of tax incentives for every one dollar that it chipped in for training in human resource development.

Nationwide funding for adult education and training has consistently failed to keep pace with the demand, and proposals for things such as retraining vouchers, deductions for training costs, and other incentives for human resource development have not been well received.

All this is especially concerning the sunsetting of Section 127 of the Tax Code. In fact, we are moving backwards in policy with regard to human resource development at the national level.

I think we have some fairly clear indications of what we can do. I don't think that they are great questions to be answered. Clearly, I think that all folks who spoke in here today would agree with this, the business as usual in vocational education will fail to meet requirements of a new and more competitive American economy. That is, after all, at least one of the foundations on which we should shape the new policy.

We need to put our emphasis on excellent technical education in both the secondary and postsecondary levels. I believe the tech-prep model should be the key first step in addressing just that kind of reform.

I think that no other model available to us promises more for meeting the new education requirements of the economy and tech-prep.

Furthermore, it is arguable that perhaps as many as half of our high school students would be better served in a tech-prep designed program than in other programs currently available.

Our experience in North Carolina confirms that, so does our experience with industry who have enthusiastically supported the model where we have implemented. But, I would say we have only made a beginning.

Tech-prep also is only one of a variety of models, of cooperation, particularly vocational education, between secondary and postsecondary. That is important to bear in mind.

Let me just summarize a few of the lessons that I think we've learned in several very successful tech-prep programs in North Carolina.

First, tech-prep is not primarily a vocational program in the sense we usually think about. We find it terribly important to get all the actors in any project to understand that. It differs in its focus, for example, and in the degree of focus it demands of its students as well.

Rather than asking the students to make something like an occupational choice in high school or junior high, it asks them to score a cluster of occupations, a technical cluster related to one another, and prepare themselves for advanced training for that cluster.

It's interesting to note in addition that the kind of high school preparation, applied academics, and so forth, that lead one to make an excellent student at a community college, in an advanced engineering technology program, for example.

This is precisely the kind or preparation the same student would need to go a university in engineering degree. Similarly, for health technologists and business technologists. Again, that addresses some of the concerns mentioned this morning about progress on to postsecondary education.

Second, it really does not target the students that we often refer to as vocational now, whatever we mean by that. It tends to target those students whose level of decision- making and academic program is so vague that we just call them "general students."

They are perhaps half the students in the high schools, and ask them to take on-grade-level math and science, particularly in a format that applies that academic knowledge to the world technology and future work. It helps them to make a connection between what happens in school and what might happen in the rest of their lives.

The design of the high school experience depends on a recognition that the high school diploma really is no longer a workable, minimum credential for entry into the competitive labor market. Where that recognition has been secured, among all the actors again, we are able to get past a lot of the mundane concerns about the new program.

Finally, where it has been implemented, tech-prep has, in our experience, captured the imagination and aspirations of the students.

You'd be amazed at the level of participation in the first year of the program. It has increased their college-going rate. It has increased the high school graduation rate. It has increased enrollment in key forces in the high school, like Algebra I, which, by the way, is a crucial career decision made usually in the eight or ninth grade.

Not only that, but it has provided a profound and energetic new connection between the public schools and the community colleges, one that we find very, very productive.

Finally, I'll say that it does take resources to do this, but it's not continuing resources. The kind of grant program contemplated in H.R. 22 is consistent, with our experience about how to get this activity off and running.

Frankly, most of the curriculum issues and instructional issues are borne by the public schools. It is a difficult challenge for them. I would expect most of the money to be spent there should H.R. 22 be approved, but it is not an ongoing continuing budget item. It is the sort of there where you get it off the ground and running, you get people on track, you spend the time in curriculum design, instructional reform and it carries itself under normal funding mechanisms beyond that.

I just close by saying, again, we obviously support H.R. 22 and believe that the $200 million is reasonable for accomplishing much.

It also needs to be placed in the context of several other notions, though. The argument that I make early in the written testimony is that we have got to pay more attention to the economy in our rethinking in national human resource strategy.

I believe we ought to put the emphasis throughout the Act on that idea. We could symbolize it by renaming the Act, the National Technical Education Act, the Vocational-Technical Education Act. We should start planning to place emphasis on encouraging career students to pursue advanced technical education beyond the high school. The community college and the high school should work together to do that.

We should evaluate outcomes in secondary career education often in those terms, how many people move on to advanced training. We should make clear that the primary purpose of the act is human resource development and technical education, and skill development, not all the myriad of other beneficial outcomes from voc-ed that tend to wag the dog from the tail end. I believe it also speaks clearly to excellence with access, the whole tech-prep model does.

I will just close by saying we support it wholeheartedly and I would be happy to respond to questions when the time comes.

[The prepared statement of Sanford C. Shugart follows:]

Testimony on H.R.7 and H.R.22

by

Sanford C. Shugart
Vice President for Programs
North Carolina Community College System

before the
U.S. House Subcommittee on Elementary, Secondary and Vocational Education
March 16, 1989

Mr. Chairman, members of the committee, thank you for this opportunity to share a few thoughts on the reauthorization of the Carl Perkins Vocational Education Act. My name is Sandy Shugart, and I am Vice President for Programs in the North Carolina Community College System. Our system, the third largest in the nation, is perhaps best known for excelling in promoting economic development. It is from this experience that I make my observations. I hope you'll forgive me for beginning my remarks with a quick summary of some important economic trends, most of which you already know better than I. But it is necessary to approach my topic--tech prep--from this point of view.

At a recent conference, I attended a session led by the director of the IBM Quality Institute. He opened his remarks stopping us in our tracks with this statement:

> "The genius of American industry has never been to produce quality. The genius of American industry has been productivity. Ford never set out to build the world's finest automobile, and by golly he succeeded; but he also succeeded in producing the world's most affordable cars."

For 75 years, American industry's formula for success has remained essentially unchanged. It is known to every college sophomore; vast economies of scale, long-standard production runs, highly specialized labor with narrow skills that change infrequently, scientific management in centralized organizations where decisions are made at or near the top, and heavy investments in production technology--bigger and better, dedicated machines--which can guarantee productivity gains.

However, this formula began to show signs of diminishing returns as long ago as the early 1960's. Productivity gains ground to a near halt. Jobs in production industries began migrating overseas, and other industralized nations challenged American successes, not only in foreign markets, but right here at home. You don't need to hear the statistics; you can see it in any parking lot or stereo store; in the textile machinery trade shows and farm implement dealers.

Don't' worry--this isn't going to be another "American Industry on the Ropes" speech. In fact, our industries have responded fiercely with new management approaches, new products, new manufacturing techniques, and, above all, massive investments in the latest technology. This impressive effort has come to be known as the "Quality Revolution," and has grown its own cadre of Guru's to replace the Peter Druckers of the past: Deming, Peters and Waterman, Reich, and others.

Now I could stop right here and argue for more and better vocational education and training on the basis of mastering these new technologies. It's certainly a valid argument. But this would substantially miss the point, since all the good things I mentioned which industry is doing are still reflecting that original formula--long-standard production runs, specialized, narrowly trained labor, economies of scale, new and better equipment, and so on.

As effective as that formula has been for America these many years, consider how much more effective it can be for a developing nation, with cheap labor, in a global economy. For America, and all the other industralized nations of the world, a new profile is emerging of the industries which can sustain themselves and prevail in a global market. They'll seek distinct, high value market niches. They'll employ flexible systems for production and customize products to customers. They'll meet customer requirements 100 percent of the time. They'll develop products and services rapidly and opportunistically. In short, our high value industries will be highly technical and knowledge-based. They'll be people-directed, because this is the only practical, effective way to achieve all this.

It's obvious from this profile that it implies a new kind of thinking about human resources. To paraphrase Tom Peters:

> "Industries with a future won't depend on physical plant and hardware, which can be duplicated anywhere, for their competitive edge; they'll have to depend on human software to succeed."

If you buy this, then you must agree, the competitiveness of American industry will depend on how smartly, how competently the workforce performs--top to bottom--and this depends primarily on our commitment to educate and train.

I am not referring to some philosophical belief in the value of education--though I believe. I'm talking about real, bottom line investments by government, industry, trade associations, vendors, parents, and workers. We need to develop a national obsession with training and learning throughout our productive lives.

Many of our most competitive industries already know this. There are shining examples of industries committed to investing in human resources, but they are relatively rare and they're usually large.

Furthermore, our public policies don't support the new formula for competitiveness. For example, the federal government contributes through tax incentives $3,200 for plant and technology for every one dollar it chips in for training. Nationwide funding for adult education and training has consistently failed to keep pace with other educational expenditures. Proposals for retraining vouchers, deductions for training costs, and other incentives for human resource development have not been enthusiastically received. For now, neither federal nor state policy treat investments in human resources like investments in physical plant which can enhance productivity and competitiveness.

But there are encouraging signs. There is an emerging consensus on the abilities we want in all working Americans. We want solid basic skills. The ability to read with understanding, to write with clarity, to speak with precision and confidence, to compute with reliability. We want the ability to think critically and creatively--to recognize and analyze problems and formulate logical solutions. We want the ability to work with others productively in teams. We want understanding of how business and free enterprise works and we want the ability to learn--to train and retrain and retrain. Most importantly, we know we must create whole new classes of highly skilled technicians in what some have called the gray collar revolution. This consensus amounts to formulating a customer requirements statement for human resources, and that's the first step toward solving the customer's problem.

I have taken the time to review these changes in our economy because these changes make it clear that business as usual in vocational education will fail to meet the requirements of a new, more competitive American economy. In place of business as usual, we need a bold, effective national strategy for technical education and training. The tech prep model, which I have been asked to discuss with you, should be a key first step in this direction. I am convinced that no other model of education holds more promise for addressing the new educational requirements of our economy. Furthermore, it is arguable that more than half of our high school students would be better served by the tech prep program. Our experience in North Carolina certainly confirms this.

The tech prep program is not, essentially, a vocational program as we normally conceive it. It differs in several important ways. While vocational programs normally seek to focus high school student learning toward a particular career, tech prep broadens the horizons of high school students by preparing them for a cluster of occupations.

While vocational programs typically define success in terms of students getting jobs in fields related to their training, often immediately after high school graduation, tech prep prepares students for advanced postsecondary technical training and defines its measures of success accordingly.

In fact, tech prep does not even target primarily students we would now identify as "vocational." Rather, it targets that vast group of students whose aspirations are so unclear that even their program of studies is usually called "general."

The whole concept of tech prep envisions perhaps a third of all high school students in a program parallel to the vocational and college prep programs--hence the name tech prep. In this program, students would take a core of courses in the junior and senior years of high school designed to prepare them for a cluster of advanced technical education programs, e.g. health technologies, engineering technologies, manufacturing technologies, or marketing and business technologies. The bulk of the student's high school program would be academic, on grade level, and carefully related to the real technical world. The occupational courses in the program would be broad, allowing the student to explore an array of related occupations and develop skills generic to all of them.

By virtue of this first two years of study, the student is especially well prepared to make a career commitment after high school graduation and pursue with advanced standing one of the demanding postsecondary technical educational programs at a community college. It is worth noting, however, that the core high school program for health technologies, for example, is equally applicable to an associate degree program in radiologic technology or a bachelor's degree program in physical therapy or even pre-med. When the students graduate with an associate degree, they have mastered both the foundation skills--math, science, communications, critical thinking, etc.--and the technical knowledge that will meet our industry's new requirements for a competitive workforce, which is, after all, where this discussion began.

Furthermore, where we have implemented the tech prep program in North Carolina, it has captured the imagination and aspirations of large numbers of often neglected general students. It has reinvigorated the whole idea of career education. And it has created a new and profound connection between high schools and community colleges.

For these reasons, I urge you to give favorable consideration to H.R.22 and authorize the funds requested for an important step forward for our students and our economy.

Thank you, again, for your time and kind attention.

Mr. PERKINS. Mr. Hammond?

Mr. HAMMOND. Thank you very much, Mr. Chairman. My name is Reese Hammond. I am director of education and training at the International Union of Operating Engineers. It is the twelfth largest affiliate of the AFL-CIO. I am also the chief facilitator of "Learning by Doing" network, a loose-knit group of individuals and institutions that support the premise that people can learn from the job as well as for a job.

My co-panelist who is available under the laws of the committee to answer questions, is Ms. Judy Sheets. She is a network member and a senior member of the Calumet Group of Indiana, who has some expertise in process learning.

We appear here to testify in support of work place oriented learning. I want to thank you for the opportunity to present a new learning concept designed by simply realigning established education programs and techniques.

This new alignment would not effect any existing programs or techniques. Nobody would get hurt. All those turf battles that continually surface might possibly be avoided.

It builds on recent research that demonstrates how learning in school differs from learning at work. My first attachment on my submission is an occasional paper by Dr. Berryman at Teachers College at the National Center on Education and Employment, which extends some of the work that Dr. Resnick has done in Pittsburgh.

It recognizes that non-college bound workers who receive on the job training or who become full-fledged apprentices earn from 20 percent to 30 percent more annually than workers who have had no such training.

There we have an attachment which is the preliminary results of a study that we have been conducting in the operating engineers for the last 14 months, on the cost benefit of apprenticeship.

We do, in turn, find out that while that addresses apprenticeship, I say in the cover letter that it also applies to a lesser extent to formal, on the job training—provides a higher economic return.

Now, the system incorporates some of the elements of apprenticeship, thus enabling individuals to earn while they learn. There is in the packet excerpts from the Occupational Outlook Quarterly.

It also provides for postsecondary academic credit to be granted where learning is equivalent to college-level courses. That attachment is number 4. It is behind the gold sheet. That is a report we updated for the OECD on a demonstration that our union conducted some ten or twelve years ago for the dually enrolled, we called them, the apprentices who were studying for their journeyman's ticket were also matriculated in the college class and they got a certain amount of credit for those courses they took.

In one state community college we got 42 of the 60 semester hours required for an associate degree awarded for the studies in our apprenticeship program.

It also incorporates the generally accepted dictum that learning retention increases inordinately from 10 percent to 90 percent as information is transferred verbally then than visually and finally by actual work performance.

In short, this ultimate learning system is based on the fact that effective learning and effective doing are totally interdependent. From today forward, the American workers have to become effective.

The Perkins Act as reauthorized should include provisions for a vocational education experiment that emphasizes vocation and work, with education as supporting work rather than work supporting education.

The National Center for Research and Vocational Education in Berkley, California, has reviewed 82 separate studies of policy toward work experience for school age children and youths in an effort to determine if individual part time work during or between periods of school attendance helped in educational achievement.

After these 82 studies and dozens of other inquiries, there is no definitive agreement. Some researchers say the glass is half full, experience helps. Some say the glass is half empty, work experience hinders educational achievement.

I think we can find an answer and do that by a system of learning by doing. Let me say right off the bat that I agree that there has to be a bridge between academic education and vocational education.

I think it is best summed up by a German general who, a number of years ago, said, "General education" he is talking about academic when he says "general". "General education is the vocational education of those who lead. Vocational education is the general education of those who are led."

With the exception of a few enlightening panelists here and other people who have spoken, I think that is still essentially the way a lot of people look at things. It is wrong. It is not fair. It does not lend itself to any kind of equity, but nevertheless, it remains.

Perhaps this reauthorization will help. Again, I am suggesting that learning by doing, that a work-oriented education system, incorporating many of the features of apprenticeship would be—deserves a full fledged test.

In one or more areas of the country, users of the product of the education system and where employers—and where applicable unions—are joining together to create entry-level jobs that lead to regular positions of substance.

Individuals employed in such jobs would as a condition of continued employment have to demonstrate steady acquisition of increasingly complex skills.

Education for work? Yes. Education for life and education for public service, also. Jobs would be employer paid positions reflecting the output produced; jobs would have a graduated pay scale that provides periodic wage increases for increased production resulting from increased skills. It might be modest jobs to start out if you don't bring too much to the job, but as workers progress through the program and satisfactorily master increasing complex skills, knowledge and abilities, they would receive periodic wage increases until they have mastered all the tasks and activities of their target, a regular full-time job which they are qualified to perform.

As long as vocation education or any kind of education is perceived to exist as an end to itself, public confidence and support will wane. We all know that. When vocational education, or any other kind of education, is seen as responding to the communities' social and economic well being, public confidence and commitment will grow. We all hope that.

This system will have positive results for employers because they will receive people appropriately trained with good behavior skills as well as vocational skills, problem- solving skills and decision-making skills.

"Learning by doing" will have a positive impact on individuals by correlating increasing ability, effort and achievement with increasing wages.

The implementation of "Learning by doing" would and should involve all the disciplines and institutions that are involved in human resources development, everybody. The system can become a bridge between the public and private sectors, between vocational education and academic education, between all levels of political subdivisions and the Federal employment and education agencies.

"Learning by doing" can work and I urge you to give it a try. Thank you very much.

[The prepared statement of Reese Hammond follows:]

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TESTIMONY

ON

H.R. 7

(Extension of the Carl D. Perkins Vocational Education Act)

before the

Subcommittee on Elementary, Secondary
and Vocational Education

March 16, 1989

MR. REESE HAMMOND

Director of Education and Training

International Union of Operating Engineers

AFL-CIO

My name is Reese Hammond, I am the Director of Education and Training for the International Union of Operating Engineers, the twelfth largest affiliate of the AFL-CIO. I am also the chief facilitator of the "Learning By Doing" network, a loose-knit group of individuals and institutions that support the premise that people can learn from a job as well as learn for a job. My co-panelist is Ms. Judy Sheets, a network member and senior member of Calumet Group, Inc. We appear here to testify in support of work place oriented learning.

First, I thank you for the opportunity to present a new learning concept designed by simply realigning established education programs and techniques. This new alignment of existing programs and techniques threatens no existing institution.

- It builds on recent research that demonstrates how learning in school differs from learning at work (Attachment #1, blue sheet);

- It recognizes that non-college bound workers who receive on-the-job training or become full fledged apprentices, earn from 20% to 30% more annually than workers who have had no such training (Attachment #2, yellow sheet);

- It incorporates some of the elements of apprenticeship, thus enabling individuals to earn while they learn (Attachment #3, green sheet);

- It provides for post secondary academic credit to be granted where learning is equivalent to college level courses (Attachment #4, gold sheet);

- It incorporates the generally accepted dictum that learning retention increases ordinally from 10% to 90% as information is transferred verbally, visually and by actual work performance.

In short, this alternate learning system is based on the fact that effective learning and effective doing are totally interdependent. From today forward American workers must become more effective.

The Perkins Act, as reauthorized, should include provisions for a vocational education experiment that emphasize "vocation" and work, with education supporting work, rather than work supporting education. The National Center for Research in Vocational Education has reviewed 82 separate studies of policy toward work experience for school-age children and youth in an effort to determine if individual part time work during or between periods of school attendance helped or hindered such individuals' educational achievement.

After these 82 studies, and dozens of other inquiries, there is no definitive agreement. Some researchers say the glass is half full (work experience helps educational achievement); some say the glass is half empty (work experience hinders educational achievement). We need to find the answer, and we can find it through incorporating into the reauthorized Perkins Act a provision under Title IV to explore an alternate learning system - a system of "Learning By Doing."

This experiment should emphasize the total interdependence of work and learning. In one or more areas of the country users of the product of the education system - employers and, where applicable, unions, would join together to create entry level jobs that lead to regular positions of substance. Individuals employed in such jobs would as a condition of continued employment have to demonstrate steady acquisition of increasingly complex skills:

- Jobs would be employer paid positions reflecting the output produced;
- Jobs would have a graduated pay scale that provides periodic wage increases for increased production resulting from increased skills;
- "Learning By Doing" jobs might start at a modest wage commensurate with a worker's initial limited skills, knowledge and abilities;

- As workers progress through their program and satisfactorily master increasingly complex skills, knowledge and abilities they would receive periodic wage increases until they master all the tasks and activities required of their target - a regular full-time job which they are fully qualifed to perform.

A private sector "Learning By Doing" program would require public funds only for the modest costs of administration during this experiment, as wages and education and training costs would be borne by employers and existing education resources.

As long as vocational education - or any kind of education - is perceived to exist as an end to itself, public confidence and support will wane. When vocational education - or any other kind of education - is seen as responding to the communities' social and economic well being, public confidence and commitment will grow.

"Learning By Doing" will have a positive impact on individuals by correlating increasing ability, effort and achievement with increasing wages.

The system will have positive results for employers because the end product will:

- Be appropriately trained;
- Have good behavioral skills as well as vocational skills;
- Will have problem solving skills and decision making skills.

"Learning By Doing" would include extending appropriate academic recognition for learning that is equivalent to similar learning that takes place in an academic environment. It is quite possible for learners to receive academic credit for what they know, regardless of where they learned it.

The implementation of a "Learning By Doing" system would, and should, involve all of the disciplines and institutions that are involved in human resources development. The system can become a bridge between the public and private sectors, between vocational education and academic education, between all levels of political subdivisions and the federal employment and education agencies. "Learning By Doing" can work. I urge you to give it a try.

Thank you.

EDUCATION AND THE ECONOMY: WHAT SHOULD WE TEACH? WHEN? HOW? TO WHOM?

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PREFACE

The National Center on Education and Employment is funded by the Office of Educational Research and Improvement (OERI) of the U.S. Department of Education. The Center is based at Teachers College, Columbia University, in New York City. The RAND Corporation of Santa Monica, California, and Washington, D.C., is a partner with Teachers College in this enterprise.

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This is a speaker series on adult learning. However, tonight I want to talk to you about elementary and secondary education. Although I will focus on pre-adult education, let me make--but not return to--the point that adult education, including corporate and adult literary programs, seems to have problems more similar to those of K-12 than any of us had suspected.

Research that we are conducting at the Institute on Education and the Economy at Teachers College, Columbia University, increasingly convinces me that American economic changes and demographic realities may require fundamental changes in **what** individuals need to learn, **how** they need to learn it, **when** they need to learn it, and **who** needs to learn it. I am not sure what this restructuring will ultimately look like in our schools, second chance programs, or corporate education; how it can be made to happen; or how long it will take. For this reason I often talk about these issues as shadows in the wings--the next educational reform. However, I can briefly describe three strands of research that should help clarify the issues for both advantaged and disadvantaged populations, jog our assumptions, and move us closer to ideas of what these changes might be.

The **first** strand consists of research on **changes in the nature and structure of work and in the capacities required for work**; it bears on **what** schools should teach. My comments here are based primarily on a NCEE research program conducted by Drs. Thomas Bailey and Thierry Noyelle, economists at Columbia University. I discuss changes in two industries: banking, a service industry, and textile manufacturing. Let's start by looking at Figure 1 for a moment. [See page 2.] We usually see a graph like this for manufacturing industries, where concepts such as unit output and mass production have an intuitive meaning. However, as I discuss later, concepts such as craft production,[1] mass production, and flexible production have analogues in service industries. Although I will discuss flexible production later, the fact that it falls between craft and mass production in this figure begins to give you some sense of this concept. Flexible production tries to combine the customizing implicit in craft production at the cost savings of mass production. From the point of view of human capital development and schooling, **the key change in the economy for both the manufacturing and service sectors is a shift from mass production to flexible production.**

The **banking industry** has been subject to three forces:

- o increased international competition;
- o increased domestic competition as the result of deregulation; and
- o computerization.

Before computerization and de-regulation, banking involved few services or "products", and its mode of operation was a mass production mode--the rapid and accurate processing of millions of a small number of different types of

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[1] By "craft production" I mean highly customized production, often with hand tools and labor-intensive. For example, you can buy "ready-made" bookcases or hire a carpenter to build them into your home, the former being mass production and the latter craft production.

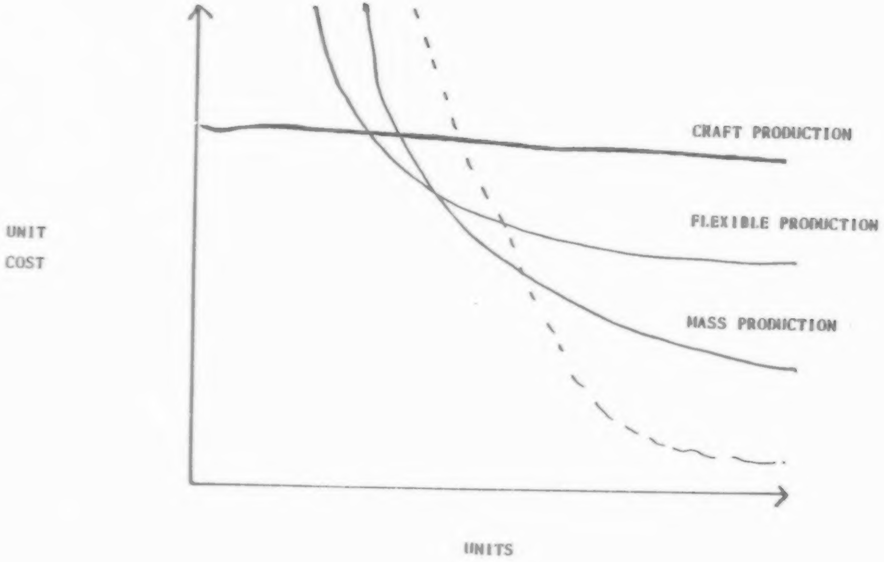
UNIT
COST
CRAFT PRODUCTION
FLEXIBLE PRODUCTION
MASS PRODUCTION
UNITS

Figure 1

transactions. During this era top bank management consisted of college graduate generalists; the bank branches operated with a branch manager, assistant manager, head teller, tellers, and clerk/typists who did the routine paperwork for activities such as opening accounts. The tellers were usually high school graduates with traditional accounting skills, and promotions to low level management came from this group.

In the last decade bank de-regulation has generated an explosion of services, as banks compete for market shares. This explosion drives banks toward a market and customer orientation--toward customizing. In other words, it has forced banks out of a mass production mode toward a flexible production strategy, with consequent changes in skill requirements and staffing patterns.

Today the teller job is highly routinized, simply a human alternative for customers who do not like to use automated banking services. The desk jobs, previously the clerk/typist jobs, are still the jobs that deal with customers' service needs. However, individuals in these jobs now must be able to analyze a much wider array of the customer's financial needs, understand the array of the bank's financial services, and, if possible, produce a match--in other words, make a sale. Banks find that they can hire part-time and less educated help for the highly routinized teller jobs, but must hire college graduates for what used to be the clerk-typist jobs. Banks find that they need people who can analyze and deal systematically with an array of data. Promotions now come out of the desk jobs, not the teller jobs--in fact, tellers are essentially isolated from promotion opportunities in the bank. At the same time, the skill requirements at the top of the bank have also changed. Banks now need, not college graduate generalists, but highly trained specialists--financial analysts and computer systems analysts, for example.

The **textile industry** competes on the basis of cost, quality, service, and product choice. During most of the post-war era, the U.S. textile industry focused on cost-cutting through the rationalization of the production of long runs of fabric--in other words, moving to the dashed line in Figure 1. Since textile production still requires large quantities of less skilled labor and the basic textile technology has diffused widely, the U.S. industry has been vulnerable to competition from countries with cheap labor. In 1980 imports constituted 17 percent of the domestic textile market; by 1986--just six years later--this had increased to 36 percent. In the face of this competition U.S. firms have entered a new wave of technological modernization and automation, the industry moving from forth-eighth out of sixty-one manufacturing industries in 1960 in average age of equipment to second by 1980.

However, developments in textile markets--indeed, in markets for almost all goods and services (recall banking)--have put limits on the industry's ability to use a mass production strategy. The greater segmentation of markets and the faster changing of styles have shrunk the market for large production runs of identical fabric. Even such a staple mass-produced commodity as denim now comes in dozens of weaves, colors, and finishes. Faster changing seasons have also had their effect. In apparel, styles become obsolete much more rapidly. Thus, apparel makers are less likely to order large quantities of the same material. The changes in styles are reflected in increases in stock-outs and markdowns. Forced markdowns, which are necessary when retailers fail to sell items during the appropriate season, have increased by 50 percent during the last decade. Industry estimates suggest that losses from stock-outs, which occur when retailers run out of hot items, amount to 8 percent of sales.

Among U.S. textile producers it has now become an article of faith that the textile industry must become more "market driven"--that is, the industry must be capable of producing shorter runs of many more styles. Managers of every mill studied reported increases in the number of styles produced--for example, from three to thirty-five in two years; from one hundred to three hundred in five years.

In other words, although there will always be a market for basic textiles produced in long runs, the industry as a whole must also be able to produce a wider variety of goods, on shorter notice, and at a reasonable cost--in other words, must increase flexible production. The development of flexibility in production is fundamentally a process of reducing the cost differential between standardized goods produced in long runs and a more varied output produced in smaller batches. Custom-made products could always be acquired at a price. Ever since Henry Ford mobilized the labor of low skilled factory workers through the assembly line to replace teams of skilled workers, technological innovations, at least in the United States, have almost always been synonymous with specialization of labor and mass production. Flexibility has usually been achieved by reversing Ford's process, moving back up the range of skill levels, shifting from specialized to general purpose tools and machines, and reorganizing how people get the work done.

What has happened to skill requirements in the textile industry? In this industry most jobs are machine operator jobs (lower skilled) or machine maintenance jobs (higher skilled). The ratio between the two is changing, from 4.2 operators to one technician in 1975 to 3.5 operators to one technician in 1985. For the operator jobs, technological innovation means that each particular task is easier. However, this narrow conception of skills is misleading; many operator jobs today are more demanding. First, modern looms, winders, open-ended spinning frames, and programmable knitters are much more expensive than the equipment they replaced. Operators must now try to prevent machine stoppages--"down-time" is now much more costly. This requires a broader understanding of the production process within which the operator works. It is no longer enough for individuals just to understand the particular task to which they are assigned.

Second, because of the increase in the number of styles produced by each mill, many operators are likely to be engaged in a greater variety of activities and in more of the activities necessary for changing styles. As a result, in addition to a greater emphasis on prevention, some firms are experimenting with broader job definitions and teamwork strategies, and workers in the industry now have less well-defined jobs in a more uncertain environment.

Third, textile firms are also becoming more actively involved with working jointly with clients in developing new styles and fabrics. So far, at least in the firms visited for this project, this strategy does not seem to have had much of an impact on the shop floor, but forward-looking firms are starting to consider how the operators could contribute. The same could be said for ongoing technological innovations. Many of the most important changes have been small adaptations of existing machines, and operators could make important contributions to these efforts.

The higher level positions in the mills also need greater skills and educational preparation than they did in the past. In the textile industry, the skilled occupations involve machine repair. In the past, textile machines were intricate, but the mechanical principles underlying their construction were not complicated. How these machines operated could be visually observed, and experience that many workers had in their own homes working on automobiles or farm machinery was relevant to fixing them. Loom fixers and mechanics in spinning and knitting mills were almost always promoted form the ranks of machine operators. Working around the machines had already given them a feel for what was necessary, and the additional training needed to become a fixer was acquired on the job with little or no formal instruction.

This situation has now changed. Most machines now have microprocessors and other electronic components, as well as sophisticated sensors and yarn splicers and knotters. This equipment is well beyond the experience that most workers get in homes and on farms. Since important machine components are not visually observable, operating the machines does not provide much of a sense of what it takes to repair and maintain them. In other words, to understand, diagnose, and fix the new machines, technicians have to be able to represent their structures and processes symbolically in their heads. To do this they have to be able to follow complicated manuals, diagrams, and updates provided by the manufacturers. Literacy requirements have accordingly shot up; the mills can no longer fill all of the technician slots from their traditionally semi-literate operator labor pool; and states in which the mills are concentrated, such as the Carolinas, suddenly have mill owners' support for higher quality elementary and secondary education.

In sum: In both the service and manufacturing industries we are moving from a production-oriented to a product-oriented world, from mass production to flexible production. In all of the industries studied, Bailey and Noyelle have found that increased competition, volatility, and uncertainty in the market have created strong pressures on all levels of the production process to be more responsive to changes in tastes and demand. Indeed, it has become increasingly difficult to separate the marketing and product development functions from the production process itself, and this has profoundly disrupted the traditional production technologies.

Although ability to work on new machines is important, many of the most important changes cannot be understood as quantitative. Asking whether the work requires "more" or "less" skill inevitably focuses the analysis on limited and often secondary aspects of the transformation underway. Productivity gains are coming as much from changing the way that workers work together, their orientation towards their work, and the nature of their responsibility and involvement in the firm's changing strategy and orientation towards the market as from applications of new technology. While many jobs used to be based on the repetition of a particular set of well-defined tasks, jobs now are more likely to demand varied and unpredictable responses to a variety of stimuli and information. Employment now involves interaction in constantly changing ways with production technology. The spread of microelectronics and related technologies does not just result in new machines that must be mastered, but in a much deeper change in the way production is organized and the ways that workers relate to the production process and to each other.

Let's now think about what these industry studies imply for our educational reform objectives. They certainly imply the need for good basic skills--for example, recall the higher literacy requirements for textile mechanics. However, I argue that they also imply the need for higher order thinking, even for jobs that we usually conceive of as lower skill. Let's take a moment to define higher order thinking--we tend to use this phrase rather casually. In a recent publication, Lauren Resnick, a cognitive psychologist at the University of Pittsburgh, suggests that higher order thinking:

- is **nonalgorithmic**--the path of action is not fully specified in advance.
- is **complex**--the total path is not mentally "visible" from any single vantage point.
- often yields **multiple solutions**, each with costs and benefits, rather than unique solutions.
- involves **nuanced judgment** and interpretation.
- involves the application of **multiple, sometimes conflicting, criteria.**
- involves **uncertainty**--not everything bearing on the task is known.
- involves **self-regulation** of the thinking process, not regulation by others.
- involves **imposing meaning**, finding structure in apparent disorder.
- is **effortful**. (Lauren Resnick, Education and Learning to Think, National Academy Press, 1987, p.3)

Let's look again at how work has changed: the need to deal with uncertainty, to understand the firm's market environment, to understand the organizational context in which one's job is embedded, to anticipate, to deal with the unfamiliar and with discontinuity. There is a stunning parallel between these changes in the nature and structure of work and the defining characteristics of higher order thinking.

As Resnick (1987) and others point out, American education, like other industrialized countries, has harbored two quite distinct educational traditions--one concerned with elite education, the other with mass education. These traditions conceived of schooling differently, had different clienteles, and held different goals for their students. In educational institutions aimed at the elite in the population, higher order thinking skills are nothing new. They represent what might be called the "high literacy" strand in the history of education, as opposed to the "low literacy" tradition, underlying mass education and aimed at producing minimal levels of competence in the general population. Resnick notes that "Although it is not new to include thinking, problem solving, and reasoning in **someone's** curriculum, it is new to include it in **everyone**'s curriculum." (p.7) I suggest to you that this is precisely the challenge ahead of us--to make thinking and problem solving a regular part of a school program for all of the population, even minorities, even non-English speakers, even the poor--to assume that all individuals, not just an elite, can become competent thinkers.

What this implies is that improving basic skills is not a sufficient objective for the educational reform movement or for how we often conceive of literacy programs. It also implies that the methods now being used to hold schools accountable--student scores on multiple choice tests of basic skills--militate against structuring the learning of subject matter to encourage the development of higher order cognitive thinking. **Remember, you always get the performance you test for**. Multiple choice tests, although cheap to score, implicitly presume that "competence" is the ability to retrieve the "right" facts from a cognitive warehouse of facts. By definition, there are no right or wrong answers in the higher order cognitive world--only better and worse thinking. In making this comment, I do not mean that schools should not be held accountable or that students do not need to master certain "facts". I do mean that accountability that has been equated with scores on multiple choice tests encourages routine drill in bits and pieces.

Before I leave the subject of higher order cognitive thinking, let's quickly talk about changes in **when** schools should teach these skills. Again, let me quote Resnick:

> The most important single message of modern research on the nature of thinking is that the kinds of activities traditionally associated with thinking are not limited to advanced levels of development....[T]hese activities are an intimate part of even elementary learning....In fact, the term "higher order" skills is probably itself fundamentally misleading, for it suggests that another set of skills, presumably called "lower order," needs to come first. This assumption ....[i]mplicitly ....justifies long years of drill on the "basics" before thinking and problem solving are demanded....[R]esearch suggests that failure to cultivate aspects of [higher order cognitive] thinking may be the source of major learning difficulties even in elementary school. (Lauren Resnick, Education and Learning to Think, National Academy Press, 1987, p.8)

The second strand of research relates to how schools should teach. This strand is pioneering work in cognitive psychology on non-school learning and its implications for how we structure formal learning. A distinguished contributor to this work is Dr. Sylvia Scribner, a professor on CUNY's graduate faculty whom we are also fortunate to number among the Institute's research staff. At the heart of her work is the presumption that intelligence and expertise are built out of interaction with the environment, not in isolation from it. **This work implicitly challenges our traditional distinctions between "head" and "hand", between "academic" and "vocational" education, between "education" and "training", and between school-based and work-based learning.**

Coming out of this stream of research is a much clearer sense of how school-based learning and non-school learning differ from each other. Lauren Resnick compellingly summarized several of these differences in her Presidential address at the American Educational Research Association's 1987 meeting. She delineated four broad contrasts between in-school and out-of-school mental activity that raise profound questions about the utility and effectiveness of schooling for all non-school activity, including work of all types and for all learners, whether at-risk or not-at-risk.

The first contrast is between **individual cognition in school versus shared cognition outside**. For the most part, school is designed so that one student's success or failure at a task is independent of what other students do (aside from grading on a curve). By contrast, a great deal of activity outside of school is socially shared: work, personal life, and recreation take place in social systems in which what one person is able to do depends fundamentally on what others do and in which "successful" functioning depends upon the mesh of several individuals' mental and physical performances.

The second contrast is between **pure mentation in school versus tool manipulation**. In school, the greatest premium is placed on "pure thought" activities--what individuals can do without dependence on "external crutches"--whether books and notes, calculators, or other complex instruments. While some of these tools may be used, even encouraged, during "learning", they are almost always absent during tests of performance. Thus, school becomes an institution that values thought that is independent of the physical and cognitive tools that are a vital and defining part of virtually all practical activity. Out of school, by contrast, most mental activities are intimately involved with and shaped by the physical and intellectual tools available, and the criteria for competence include the expert use of tools.

The third contrast is between **symbol manipulation in school versus reasoning about things and situations that make sense to people outside of school**. School learning is mostly symbol-based, to such an extent that connections to the things being symbolized are often lost. Outside of school, actions are intimately connected with things and events, and because one is engaged with things and situations that make sense to people, people do not fall into the trap of forgetting what their calculations or their reasoning is about. Their mental activities make sense in terms of their immediate effects, and their actions are grounded in the logic of immediate situations. In school, however, there is a very large tendency for symbolic activities to become detached from any meaningful context. School learning then becomes a matter of learning rules and saying or writing things according to the rules. This focus on symbols detached from their referents can create difficulties even for school learning itself. For example, it can lead to systematic and persistent errors of a kind that seem virtually absent in practical arithmetic.

The fourth contrast is between **generalized learning in school versus situation-specific competencies outside**. In school we aim for general, widely usable skills and theoretical principles. Indeed, the major claim for school-type instruction is, usually, its generality and power of transfer. Yet outside, to be truly skillful, people must develop situation-specific forms of competence. The "packages" of knowledge and skill that schools provide seem unlikely to map directly onto the clusters of knowledge that students will actually use in their work. This seems true even for highly technical knowledge, where schooling is intended to provide direct professional training. Studies of expert radiologists, electronic troubleshooters, and lawyers all reveal a surprising lack of transfer of theoretical principles, processes, or skills learned in school to professional practice. All of this points toward the possibility that very little can be transported directly from school to out-of-school use. Both the structure of the knowledge used and the social structure of its use may be more fundamentally mismatched than we had previously thought.

Resnick qualifies this last point by noting what economic distinctions between general and specific human capital assume: **situation-specific learning by itself is very limiting**. Studies have shown that when the situation is changed from the familiar--for example, by asking bookies in Brazil to accept unusual bets that cannot be constructed from their tables (Carrahers and Schliemann)--unschooled individuals have a great deal of difficulty and may fail entirely. Schooled people do better, although--and this is an important point--they rarely use the supposedly general algorithms that they have been taught in school and instead invent new solutions specifically appropriate to the situation at hand. (Lauren Resnick, "Learning in School and Out," Educational Researcher, Vol.16, No.9, December 1987, pp.13-20)

These contrasts stimulate us to rethink--radically rethink--how we teach in school. The first contrast, **individual cognition in school versus shared cognition outside**, argues for much more team and co-operative learning, the student being held accountable for both individual and team performance. Individual and group tasks are not the same; effective functioning alone does not necessarily mean effective functioning within an interdependent work group; and many non-school performance situations require interdependent functioning. For example, pilot error accounts for an increasing percent of fatal airline crashes worldwide, and many analyses have pinpointed poor team performance as an important component of that error.[2]

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[2] As a recent New York Times article on cockpit error observed, "Two- and three-man airline flight crews...often don't work well together." In one example, the article noted a sharply critical FAA report on a major airline that had recently experienced several serious near accidents: "There is no evidence that _____ crews are (on the whole) either unprofessional or purposefully negligent....Rather...crew members are frequently acting as individuals rather than as members of a smoothly functioning team." (William Stockton, "Trouble in the Cockpit," New York Times Magazine, March 27, 1988, pp.38-40, 60, 63, 66-67.)

Resnick's second contrast--**pure mentation in school versus tool manipulation outside of school**--suggests that student performance be judged relative to the student's abilities to make effective use of tools, not independent of them. A related contrast that Resnick does not isolate is **mastery of and retrieval from a defined body of codified, structured knowledge in school versus the mastery of uncodified, emergent and evolving systems outside of school**. Increasingly, non-school settings demand that we cope with the unprecedented and with information that is neither limited nor orderly. This reality puts a premium on the ability to create structure--on knowing how to learn--and on skills at locating and organizing social and technological resources to expedite learning. These two contrasts argue that school should include learning situations where not only students, but also *teachers*, do not know the answers. Here "teaching" means showing how one effectively obtains and structures the knowledge needed to create a basis for orderly action. In this view, students should be evaluated not just for *having* the right answer, but also for figuring out how to *get* it.

The third contrast--**symbol manipulation in school versus reasoning about things and situations that make sense to people outside of school**--suggests instruction in the context of what makes sense to people. I will return to this point more later, but for now, let me just observe that especially for the academically less inclined, schools try to introduce "things and situations that make sense to people" either by putting the student in vocational education or by linking schooling to outside jobs, as in organized part-time work and part-time school ventures. There can be good reasons for doing either of these things, but not as a way of compensating for the often impoverished learning contexts of academic courses. If earlier I argued that **all** students, not just the academically inclined, need to master higher order cognitive skills, now I am arguing that **all** students, not just the academically disinclined, need contextualized learning. This contrast implies that instruction should mirror life. How we do this, I am not sure, but I am talking about "vitalizing," not "vocationalizing," schooling. I suspect that the best teachers in our best schools already instinctively "vitalize" even the most "academic" of subjects, such as the fifth grade teacher in a McLean, Virginia school who runs a simulation of a small economy in the classroom to give her students experience with fundamental economic concepts such as competition, monopolies, bankruptcy, rents, or taxation. Reading a discussion of markets, sellers, and competition in a textbook means much more to a student who the day before has waged a price war with a seatmate to corner the market on hot dog sales. "Taxation" means much more when another seatmate who represented government has bought the classroom door, forcing everyone to pay taxes every time they need to go in or out of the room--for example, to get water to boil their hot dogs.

The fourth contrast--**generalized learning in school versus situation-specific competencies outside**--seems to me to have more implications for how we structure straightforwardly vocational education, whether the objective is to train automobile mechanics, laboratory technicians, or lawyers. This contrast seems to imply relying heavily on apprenticeship-like arrangements, either actual or simulated, to help students achieve what Sylvia Scribner identifies as a hallmark of expert performance in a wide range of jobs: fine-tuning performances to the environment and using setting-specific knowledge effectively.

The final research strand involves **at-risk learners as rational decision-makers.** By at-risk learners I mean those who do not perform well in traditional schools or training programs arranged like traditional schools, either because they are not very good at standard academic subjects or--and this is an exceedingly important "or"--because they do not **want** to be or do not see **the point** of being good at them. It is important to note that although at-risk learners come disproportionately from poor families, almost everyone in this audience either has or has had a child of this sort or friends with a child of this sort. **No group escapes this problem.**

In thinking through how schools can connect better to at-risk learners, I want to start by questioning the frequent assumption that at-risk and not-at-risk populations differ in how they learn most effectively. Although it is an empirical issue, I suspect two things. First, variations in learning performances may attest partly to individual differences in the willingness to tolerate or make some sense out of a school-based or school-like experience that is relatively isolated from non-school experience. And, second, these differences in turn may partly reflect differences between at-risk and not-at-risk learners in their visions of their adult "places" in the world.

I suggest that all individuals develop an image of their niche in the adult world--in the ecological sense of niche. Their ideas about the ecology of adult "places" may be distorted and are usually pitifully and pathetically partial. However, the research shows that they work out notions of their basic futures and of the trajectories relevant to them, even if they cannot state these explicitly. **And they act on these ideas**--such as electing into or out of advanced mathematics in high school, depending on their sense of occupational destination.

For example, I analyzed data from a national longitudinal survey of youth, concentrating on the fourteen to seventeen year olds in the sample. The purpose was to understand the dynamics that underlie the traditionality of young girls' occupational choices. What drove these girls' occupational preferences were fundamental choices about what kinds of commitments they expected to make as adults. The adult agendas that these girls had for themselves revolved around the basic issue of family versus work. Their commitment to one or the other (or to some balance between them) drove the traditionality of their occupational choices, which in turn drove the future educational investments that they expected to make. We can note that these agendas were fully developed even for the fourteen year olds, indicating that their concepts of their futures had to have been forming well before the age of fourteen.

I doubt that these girls knew that many of their future plans simply cascaded from and elaborated a fundamental choice of direction. In other words, I do not think that most of these girls could have cogently described the structure of choices that lay so clearly in the data. Nonetheless, I suggest that the basic behaviors of all individuals, at-risk and not-at-risk, can be interpreted from the perspective of what they can envision for themselves.

For example, I suggest that the girl who becomes the teenage mother, although we hear a great deal about her "wanting someone to love," is more fundamentally taking the action that lets her occupy the niche of "mother" a place in the adult firmament that best fits how she sees her talents and opportunities. (Never mind the destructive potential of that choice that we can see.) From this perspective a decision to keep the baby is essential to implementing her sense of place in the work--and our attempts to contain the damage of teenage pregnancy by trying to persuade her to put the baby up for adoption attests more to our dimness than to hers.

The individual who scrapes by to high school graduation, or who drops out--or behaves so intolerably that he or she is pushed out, may not be able to envision and emotionally claim an adult future that requires the core curriculum of the high school. When schools concentrate on narrow verbal and mathematical-logical skills, though Lord knows that these are important, I suggest that we may inadvertently limit their vision to jobs that are highly academic in content, whereas in fact only a small share of total jobs are of this nature. As Howard Gardner, the Harvard psychologist and author of Frames of Mind, noted in an interview with the New York Times, "We subject everyone to an education where, if you succeed, you will be best suited to be a college professor." (November 9, 1986, Education Section, New York Times, p.23)

And if a person cannot envision participating in adult jobs that are highly academic in content, two things happen. First, the individual cannot look to the school for his or her sense of ultimate place and trajectory--he or she must look elsewhere, and the school, in a basic sense, has lost that individual. And second, instruction in academic skills will become "irrelevant" to the person--or, in decision theory terms, without "utility". Decision theory presumes and countless studies show that individuals--children and adults, at-risk and not-at-risk, do things that have utility for them--that connect to what they want and where they expect to be going.

In sum, the contrasts between in-school and out-of-school mental activity that Resnick describes suggest that school-based learning is not particularly related to out-of-school activity for any individual. If school is head, out-of-school--everyone's out-of-school--is head and hand, mind and environment. However, what we teach in traditional schools and in many basic skill remedial programs and how we teach it seem least relevant to those individuals who lack the ability, or confidence, or desire to engage in concentrated symbol-based activity outside of school, such as the professional occupations. From this perspective, traditional schools and schooling may be creating their own problems in reaching their own learning goals and helping to produce the "at-risk" learner.

Let me stop there and take questions.

EXHIBIT 2

Information in this section has been extracted from the preliminary analysis of individuals included in the 1972 longitudinal study of high school seniors. The full study, "A Cost Benefit Analysis of Apprenticeship", is in print and will be published later in 1989. While the data address the earnings of members of the high school class of 1972 who served an apprenticeship, peripheral data indicate that individuals who participated in some form of employer sponsored OJT during the period of the study exceeded the comparison group by 1.2 to 1 as opposed to apprentices who exceeded the comparison by a ratio of 1.3 to 1.

Table 1 shows the average earnings for males and females between 1975 and 1985 for apprentices and individuals who participated in classroom vocational education with no work experience component (comparisons). The last two columns of each table show the dollar difference and the percentage difference between the two groups. As you can see, apprentices earn more, and the differential grows over time whereas differentials for other employment and training programs (CETA, JTPA) typically decline over time. The differentials are also consistent and not affected much by cell/matching weights.

Critics might claim that these differences can be attributed to the union/non-union wage differential since the apprentices are 74% union and the compariosns only 44% union. However, Table 2 shows that while there is a significant union differential, (the more stars, the bigger the differential) there is a separate Apprenticehsip differential. Because there were so few females apprentices in the sample, the difference only begins to show up in later years.

Why is it that apprentices earn more? There are several reasons. First, more of them work. According to Table 3 a higher proportion of apprentices are in the labor force and working full-time each year. Second, apprentices work more - measured as weeks worked between 1972 and 1979. Table 5 shows that out of a maximum 364 weeks, male apprentices worked an average of 304 weeks compared to individuals in the comparison group who only worked an average of 283 weeks. Female apprentices worked an average 241 weeks whereas females in the comparison group only worked an an average of 208 weeks. Finally, apprentices get paid more measured as the median wage in the current or most recent job as of February 1986 (Table 5).

TABLE 1

AVERAGE EARNINGS DIFFERENCES (APPRENTICES/COMPARISONS) BY YEAR

MALES

UNWEIGHTED

	APPRENTICES	COMPARISONS	DIFFERENCE	PERCENT
1975	$8,209	$6,755	$1,454	21.5%
1976	$9,268	$7,785	$1,483	19.0%
1977	$11,660	$9,777	$1,883	19.3%
1978	$13,224	$11,487	$1,737	15.1%
1979	$15,623	$13,286	$2,337	17.6%
1984	$22,428	$17,193	$5,235	30.4%
1985	$24,734	$18,539	$6,195	33.4%

ADJUSTED FOR CELL WEIGHTS

	APPRENTICES	COMPARISONS	DIFFERENCE	PERCENT
1975	$8,209	$6,723	$1,486	22.1%
1976	$9,268	$7,681	$1,587	20.7%
1977	$11,660	$9,726	$1,934	19.9%
1978	$13,224	$11,383	$1,841	16.2%
1979	$15,623	$13,212	$2,411	18.2%
1984	$22,428	$17,215	$5,213	30.3%
1985	$24,734	$18,512	$6,222	33.6%

FEMALES

UNWEIGHTED

	APPRENTICES	COMPARISONS	DIFFERENCE	PERCENT
1975	$3,753	$3,477	$276	7.9%
1976	$4,464	$3,959	$505	12.8%
1977	$6,421	$4,229	$2,192	51.8%
1978	$8,230	$4,969	$3,261	65.6%
1979	$9,507	$5,716	$3,791	66.3%
1984	$9,927	$6,966	$2,961	42.5%
1985	$12,376	$7,714	$4,62	60.4%

ADJUSTED FOR CELL WEIGHTS

	APPRENTICES	COMPARISONS	DIFFERENCE	PERCENT
1975	$3,753	$3,498	$255	7.3%
1976	$4,464	$4,107	$357	8.7%
1977	$6,421	$4,279	$2,142	50.1%
1978	$8,230	$5,220	$3,010	57.7%
1979	$9,507	$5,862	$3,645	62.2%
1984	$9,927	$7,396	$2,531	34.2%
1985	$12,376	$8,275	$4,101	49.6%

TABLE 2

EARNINGS REGRESSIONS
APPRENTICESHIP
WEIGHTED

				INDEPENDENT VARIABLES				
				HIGH SCHOOL PROGRAM			SOCIOECONOMIC STATUS	
DEPENDENT VARIABLE	INTERCEPT	MINORITY	APPRENTICE	ACADEMIC	VO-TECH	UNION	LOW	HIGH
MALES								
1975 EARNINGS	6036.99 ***	-1123.69 **	1157.77 ***	612.77	769.07 *	1589.06 ***	-589.32	-578.75
1976 EARNINGS	6829.49 ***	-904.88	834.8 *	336.15	184.63	2818.5 ***	-877.56 *	-379.43
1977 EARNINGS	8811.49 ***	-870.36	1032.61 **	473.90	657.64	2907.25 ***	-1036.95 *	-772.96
1978 EARNINGS	10357.54 ***	-988.62	695.99	745.15	61.5	3288.8 ***	-313.81	-822.54
1979 EARNINGS	11555.72 ***	-696.96	1476.52 **	1409.00 *	72.83	3749.51 ***	-1159.79	59.46
1984 EARNINGS	15392.78 ***	-643.25	3481.96 ***	2261.16 *	705.55	5199.32 ***	-2467.46 *	-1033.98
1985 EARNINGS	17163.72 ***	144.5	4656.96 ***	2602.37 *	1316.64	4234.37 ***	-3866.86 ***	-950.01
FEMALES								
1975 EARNINGS	3055.66 ***	-414.26	93.48	656.97 **	234.29	1264.84 ***	353.9	-412.34
1976 EARNINGS	3162.9 ***	22.83	83.45	746.41	592.82	1234.13 **	150.60	1506.91 **
1977 EARNINGS	3441.8 ***	1298.66 ***	1177.90 **	-434.56	35.65	1745.06 ***	427.16	1144.97 **
1978 EARNINGS	4027.74 ***	2752.24 ***	2080.54 ***	-2083.93 ***	-728.45	3207.86 ***	910.11	863.04
1979 EARNINGS	5032.89 ***	2265.13 **	1545.18	-1791.95 *	2355.78	5142.31 ***	1424.96	-1095.09
1984 EARNINGS	4363.77 ***	2853.67 **	2427.24 **	1755.90	4660.95 **	1496.13 ***	1325.71	3193.53 **
1985 EARNINGS	4902.5 ***	3564.22 ***	4090.04 ***	1886.09	6585.37 ***	2791.37 **	304.54	2217.08

Notes:

*** Significant at the 1 percent level
** Significant at the 5 percent level
* Significant at the 10 percent level

TABLE 3

PERCENT WORKING FULL TIME
SAMPLE AVERAGES

	MALE		FEMALE	
TIME PERIOD	APPRENTICE	COMPARISON	APPRENTICE	COMPARISON
UNWEIGHTED				
OCTOBER 1972	64.3%	38.1%	51.1%	27.7%
OCTOBER 1973	77.2%	54.1%	64.4%	46.4%
OCTOBER 1974	83.3%	69.1%	68.9%	58.6%
OCTOBER 1975	87.1%	79.7%	64.4%	54.6%
OCTOBER 1976	86.2%	80.3%	64.4%	49.6%
OCTOBER 1977	92.0%	91.2%	68.9%	52.6%
OCTOBER 1978	92.9%	93.4%	66.7%	52.0%
OCTOBER 1979	89.7%	93.1%	64.4%	49.8%
FEBRUARY 1986	85.8%	84.7%	75.6%	59.2%
CELL WEIGHTED				
OCTOBER 1972	64.3%	37.4%	51.1%	25.0%
OCTOBER 1973	77.2%	52.9%	64.4%	42.1%
OCTOBER 1974	83.3%	68.3%	68.9%	57.0%
OCTOBER 1975	87.1%	78.5%	64.4%	52.5%
OCTOBER 1976	86.2%	79.8%	64.4%	50.9%
OCTOBER 1977	92.0%	91.1%	68.9%	54.4%
OCTOBER 1978	92.9%	93.6%	66.7%	53.7%
OCTOBER 1979	89.7%	93.6%	64.4%	51.2%
FEBRUARY 1986	85.8%	84.6%	75.6%	60.4%

TABLE 4

AVERAGE NUMBER OF WEEKS WORKED
1972-1979
(MAXIMUM OF 364 WEEKS)

	APPRENTICE	COMPARISON
UNWEIGHTED		
MALE	303.8	283.1
FEMALE	241.0	207.7
WEIGHTED		
MALE	303.8	281.5
FEMALE	241.0	209.3
REGRESSION ADJUSTED DIFFERENCE		
MALE	14.6	
FEMALE	15.6	

TABLE 5

MEDIAN HOURLY WAGE
CURRENT OR MOST RECENT
JOB HELD AS OF
FEBRUARY 1986

	APPRENTICE	COMPARISON
UNWEIGHTED		
MALE	$12.45	$9.41
FEMALE	$7.05	$6.49
WEIGHTED		
MALE	$12.45	$9.41
FEMALE	$7.05	$6.49

EXHIBIT 3

Apprenticeship

"Oh, at home had I but stayed,
'Prenticed in my father's trade . . ."

Back in the days when A. E. Housman wrote these lines, many boys became apprentices because tradition dictated that a trade be passed from father to son. Today, young men and women pursue the skilled trades through apprenticeship not because of tradition but because apprenticeship develops marketable skills and leads to satisfying, well-paying jobs. Unfortunately, those who aspire to the skilled trades today are not guaranteed apprenticeships as were the early craftworkers' sons. The carpenter's son in Housman's poem chose to forego an apprenticeship that was his for the asking. Today, hundreds of thousands of applicants are asking to enter apprenticeship programs that can accommodate only a fraction of their numbers. Nevertheless, the number of apprentices continues to grow, because enough well-qualified young people persist in applying, knowing they can earn the rewards the carpenter's son might have realized had he followed in his father's footsteps.

As desirable a career opportunity as it is, apprenticeship remains a serious and difficult period of study and on-the-job training that demands qualified, dedicated, and conscientious people riveted to the goal of becoming skilled craftworkers. Career seekers can decide whether they are such people by finding out what apprenticeship is, what the qualifications are for different trades, and what opportunities there are for qualified applicants in registered apprenticeship programs. With this knowledge, people choosing careers can better decide whether apprenticeship is right for them and, if it is, which trade and what program to enter.

This is the first plate of William Hogarth's famous series of engravings, Industry and Idleness. At the end, the Idle Prentice is hanged and the industrious one becomes Lord Mayor of London.

[illegible]

Apprenticeship

What is Apprenticeship?

Apprenticeship is a prescribed learning experience during which an individual called an apprentice learns a trade through several years of on-the-job training and related instruction. On-the-job training covers all aspects of a trade. For example, apprentice auto mechanics learn not only how to repair automotive equipment but how the various systems are designed, how to diagnose malfunctions, how to use the principal tools and test equipment found in an automotive shop, pertinent safety precautions, and clean-up of tools and work areas.

Related instruction can take place in a classroom or through home-study courses. The teaching covers the techniques of the trade and also the theory behind the techniques. It includes detailed discussion of how typical tasks are performed and the safety precautions that must be taken. Classes are taught by experienced craftworkers and other skilled persons and require the study of various trade manuals and educational materials. Classes can be scheduled during the day or in the evening.

Apprenticeships usually last about 4 years, but may range from 1 to 6 years. During this time, apprentices work under journey workers—the status they too will attain after successfully completing their apprenticeships. Under the journey worker's guidance, the apprentice gradually learns the mechanics of the trade and performs the work under less and less supervision.

Apprentices are full-time employees. Generally, an apprentice's pay starts out at about half that of an experienced worker and increases periodically throughout the apprenticeship. Many programs are cosponsored by trade unions that offer apprentices union membership.

The sponsor of an apprenticeship program plans, administers, and pays for the program. Sponsors can be unions, employers, or a combination of the two. When an apprentice is accepted into a program, he or she and the sponsor sign an apprenticeship agreement. The apprentice agrees to perform the work faithfully and complete the related study, and the sponsor agrees to make every effort to keep the apprentice employed and to comply with standards established for the program.

Apprenticeship programs are commonly registered with the Federal Government or a federally approved State apprenticeship agency. Registered programs meet federally approved standards relating to job duties, related instruction (a minimum of 144 hours a year is recommended), wages, and safety and health conditions. Apprentices who successfully complete registered programs receive certificates of completion from the U.S. Department of Labor or a federally approved State apprenticeship agency.

Registered programs offer apprenticeships in over 700 occupations. The list accompanying this article—by no means all-inclusive—gives an indication of the range. In recent years, apprenticeships have even been initiated in public service occupations, such as firefighter, police officer, and emergency medical technician.

Most registered programs are sponsored jointly by employers and labor unions. The administrative body in such joint programs is called a Joint Apprenticeship Committee. Representing the union, management, and the public, the Joint Apprenticeship Committee reviews applications for apprenticeships and interviews applicants. It also consults with the State apprenticeship council (if there is one) and with regional representatives of the Bureau of Apprenticeship and Training—the administrative arm for apprenticeship in the U.S. Department of Labor's Employment and Training Administration—concerning Federal apprenticeship standards, equal employment opportunity, safety, and similar matters.

Given the chance, people often prefer to enter registered programs rather than unregistered programs because they can be sure of receiving training that meets standards approved by the U.S. Department of Labor. Also, graduates of registered programs may have an easier time getting jobs or changing employers because employers have greater

Apprenticeable Occupations

aircraft mechanic, electrical and radio
airframe and power plant mechanic
airplane mechanic, armament
assembler, electro-mechanical
automobile body repairer
automobile mechanic
baker
biomedical equipment technician
blacksmith
bookbinder
bricklayer
butcher, all-round
cabinetmaker
calibration laboratory technician
car repairer
carpenter
cement mason
chemical laboratory technician
computer peripheral equipment operator
cook
cosmetologist
custom tailor
dairy equipment repairer
dental laboratory technician
drafter, mechanical
dry cleaner
electrical repairer
electronics mechanic
engraver
environmental control system installer-servicer
farm equipment mechanic
firefighter
floor layer
foundry metallurgist
furrier
glazier
instrumentation technician
jeweler
laboratory technician
landscape gardener
lead burner
leather stamper
lithographic plate maker
locksmith
machinist
maintenance mechanic
metal fabricator
millwright
model maker
monotype keyboard operator
numerical control machine operator
operating engineer
optician
optomechanical technician
ornamental ironworker
orthotist
painter
patternmaker
photoengraver
plasterer
plater
plate finisher
plumber
pottery machine operator
printer-slotter operator
private branch exchange installer
programmer, business
prosthetics technician
pumper-gager
quality control inspector
radiographer
rigger
roofer
rotogravure-press operator
sheet-metal worker
shipwright
sign writer
silversmith
stationary engineer
stereotyper
stonemason
stone setter
television and radio repairer
terrazzo worker
tile setter
tool-and-die maker
truck-body builder
upholsterer, inside
wallpaper printer
wastewater treatment plant operator
welding technician
X-ray equipment tester

confidence in the quality of the training received in registered programs. Many employers offer excellent training opportunities but do not participate in a registered apprenticeship program, preferring to recruit only qualified skilled workers instead of training unskilled workers for their own particular needs.

Why Apprenticeship?

All the arguments for learning a skilled trade apply to apprenticeship: A skill sets craftworkers apart from other workers, is satisfying and rewarding, and is a marketable asset. But why learn a trade through apprenticeship instead of through some other method? Among other reasons, apprenticeship gives workers versatility by teaching them all aspects of a trade. It helps them learn to work with different kinds of people in an actual working situation. It familiarizes them with the overall picture of a company's operation and organization. Generally, an organized program of apprenticeship can earn graduates recognition as skilled workers and can ensure them good jobs with good pay.

A study of apprenticeship graduates and other craftworkers in six cities concluded that "apprenticeship training gives construction [craftworkers] considerable advantage over those trained by informal means." Apprenticeship graduates in the study were more educated, worked more steadily, learned their trades faster, and were more likely to be supervisors than nonapprenticed craftworkers. The same study showed that apprenticeship produced better skilled, more productive, and safer craftworkers. Apprenticeship graduates were also more likely to experience fewer and briefer periods of unemployment than craftworkers trained in informal ways, since employers retain better skilled workers and often specifically request them for a job.

But the apprenticeship picture is not all roses. The competition to "get in" is high. Apprentices face possible unemployment if the sponsoring employer runs out of work temporarily. The work can be technically hard and physically demanding. Apprentices must show they are learning the trade or be dropped during the probationary period. Beginning apprentices may feel their work is menial or boring. And more advanced apprentices may feel that their pay is less than what they could earn elsewhere with their skills.

Women face many unique obstacles to apprenticeship—traditionally a male domain. Although more women are entering apprenticeship programs and being accepted by their male peers, many feel they are breaking into a man's world—that they need much courage and self-confidence in addition to the abilities required of all apprentices. They have to contend with the stereotyped attitudes of many of their male coworkers. For example, men often try to protect women from heavy or dirty work, believing that women are too frail or delicate to handle it. On the other hand, some men make work even harder for women, because the men feel that women don't belong in the trade. A study of apprenticeship programs in Wisconsin concluded: "The barrier to women is not the difficult or dirty nature of some of the jobs, but the breaking of a taboo and the treading onto a territory that has remained the preserve of its male initiates." Additional enforcement of civil rights laws and greater numbers of women in apprenticeship may help to change these attitudes.

Selecting a Trade

When deciding what trade to enter, prospective apprentices should consider such factors as the vocational characteristics of the different trades, their qualifications as applicants, and the market for jobs in the geographic area in which they would serve an apprenticeship. Counselors can help applicants find out about the trades, give them tests to evaluate their abilities, and tell them something about the job market in their local area. But the applicants must decide for themselves not only what they would be best at, but what they would enjoy doing the most, and what they would stick with for the duration of an apprenticeship.

Although there are many apprenticeable occupations, not all are available in all areas of the country. Some areas offer only certain types of apprenticeship. For example, in the District of Columbia most apprenticeships are in the construction industry because there is little local industry to support the industrial trades. In fact, throughout the country, construction accounts for well over half of the registered apprentices.

When exploring occupations, one should consider the working conditions of each. Does the work require stamina, as in ironworking or sheet-metal work? Does it require moving from job to job, as in construction, or wearing special clothing, as in insulation work? Is it monotonous? Is it clean as in electrical work or dirty as in automotive maintenance? What are the special safety and health hazards?

The characteristics of the particular apprenticeship program should also be examined. What training facilities are available? What is the work environment? What kinds of related instruction are given? Does the program have mandatory classroom work, or does it require apprentices to complete home-study lessons and pass periodic examinations? What does it cost for books and tools? Most program sponsors provide study materials, but often apprentices must purchase standard manuals, such as those used by electricians. Also, apprentice mechanics are frequently required to supply their own set of basic tools. Is union membership required? If so, when is it offered to apprentices, and are they charged reduced union dues? Does the program offer dual enrollment in a community college through which an associate degree could be earned while completing an apprenticeship? Finally, is the apprenticeship program registered with the Federal or State government? This question is significant, as registration indicates that the program is likely to be of high quality.

After examining the trades, prospective apprentices should examine themselves. What do they like to do? Where do they like to work? Are they good at close work or would they rather work with less detail? What are their qualifications? Do they have a high school diploma? Are their reasons for wanting to enter an apprenticeship good enough to satisfy the committee that will interview them? Most importantly, are they willing to commit themselves to working, studying, and completing the term of an apprenticeship?

Qualifying for a Program

The process of qualifying for an apprenticeship program can be brief or long, depending on the individual's qualifications and the requirements and schedules of the different programs. Special programs, discussed in more detail below, provide tutoring and counseling to those who need help in qualifying.

Having a close relative in the trade used to be an advantage in competing for an apprenticeship. Not any more, say sponsors. Having a skilled craftworker in the family may help an applicant find out about openings. But, under law, all applicants must be qualified to enter registered programs and be treated equally during the selection process without regard to race, religion, color, sex, or national origin.

The requirements. Generally, program sponsors look for prospective apprentices who have the mechanical and mental abilities to master the techniques and technology of a trade. Therefore, sponsors set qualification standards that applicants must meet. Federal regulations require that apprentices be selected on the basis of objective and specific standards.

Requirements vary from trade to trade, program to program, and plan to plan. However, they usually cover four factors: Age, education, aptitude, and physical condition. For example, an applicant may have to pass an aptitude test, have a high school diploma, meet an age requirement,

pass occupationally essential physical requirements, have acceptable school grades, have work experience in a similar field, and be interviewed. A particular program may require a driver's license and experience working successfully as part of a group.

In accordance with child labor laws, the minimum allowable age for an apprentice is 16 years; however, most programs set the minimum age for entry at 18 because company insurance policies frequently cover only workers 18 and over. The maximum age varies among programs and is subject to provisions of individual State laws on age discrimination. For example, one program for carpenters sets the maximum at 28 years, another at 27. The maximum age for veterans is higher because at least part of their time in the service can be subtracted from their age.

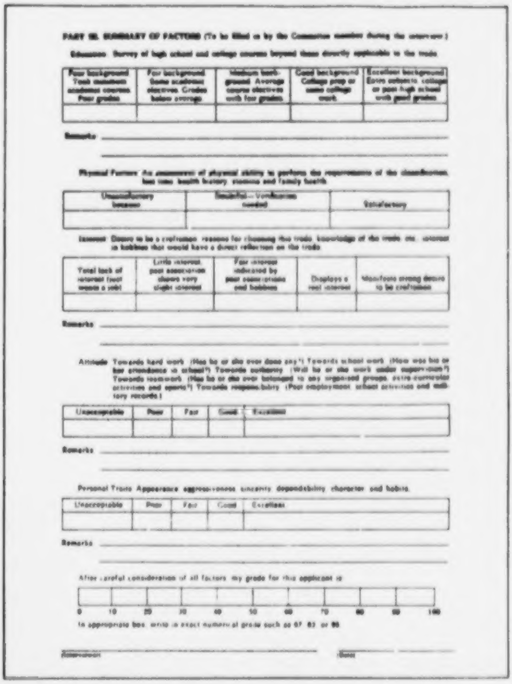
The minimum level of education required also varies. Most programs require entrants to have a high school diploma or its equivalent. Regardless of the level of education required, apprentices need a firm grounding in reading, writing, and mathematics—all basic to the skilled trades. Courses in shop math, drafting, and physics and other courses related to the technical and mechanical trades are also highly recommended.

Educational attainment of apprentices has been climbing steadily. The number of apprentices with some college education has increased. Unable to find suitable jobs in their own fields, college graduates have turned increasingly to the skilled trades for work. This movement has put the high school graduate at somewhat of a disadvantage when competing for apprenticeship openings. College graduates are at times more sought after by program sponsors because of their potential for management responsibility. However, the high school graduate with a vocational education may have taken more relevant courses in high school and may show more sincere interest during an interview. Also, some employers prefer to hire high school graduates in the belief that these workers are more likely than college graduates to make a skilled trade their lifetime vocation.

Vocational schools can help people prepare for apprenticeship. Although they don't provide on-the-job experience, they do make students familiar with materials in the shop, techniques of the craft, and safety practices. Also, advanced standing is sometimes granted to entering apprentices who have attended vocational school. This training could result in a shortened apprenticeship and a higher starting wage.

Many apprenticeship programs require applicants to have certain aptitudes as demonstrated by passing appropriate validated tests. For example, the applicant may be required to pass a Specific Aptitude Test Battery (SATB) test administered by a State Job Service agency. The SATB tests two or more of the following nine general aptitudes: General learning ability (cognitive functioning), verbal aptitude, numerical aptitude, spatial aptitude, form perception (the ability to perceive small details in an object), clerical perception (the ability to distinguish pertinent detail), motor coordination, finger dexterity, and manual dexterity.

Each battery tests different combinations of these nine general aptitudes because each occupation requires different specific abilities. For example, the SATB for a machine operator measures only an applicant's finger dexterity,



PART III. SUMMARY OF FACTORS (To be filled in by the Committee member during the interview.)

Education: Survey of high school and college courses beyond those directly applicable to the trade.

Poor background Took minimum academic courses Poor grades	Fair background Some academic electives Grades below average	Medium background Average course electives with fair grades	Good background College prep or some college work	Excellent background Extra subjects, college or post high school with good grades

Remarks

Physical Factors: An assessment of physical ability to perform the requirements of the classification, based on health history, stamina and family health.

Unsatisfactory because	Doubtful—Verification needed	Satisfactory

Interest: Desire to be a craftsman, reasons for choosing this trade, knowledge of the trade, etc. Interest in hobbies that would have a direct reflection on the trade.

Total lack of interest (just wants a job)	Little interest, poor association shows very slight interest	Fair interest indicated by past associations and hobbies	Displays a real interest	Manifests strong desire to be craftsman

Remarks

Attitude: Towards hard work. (Has he or she ever done any?) Towards school work. (How was his or her attendance in school?) Towards authority. (Will he or she work under supervision?) Towards teamwork. (Has he or she ever belonged to any organized groups, extra-curricular activities and sports?) Towards responsibility. (Past employment, school activities and military records.)

Unacceptable	Poor	Fair	Good	Excellent

Remarks

Personal Traits: Appearance, aggressiveness, sincerity, dependability, character and habits.

Unacceptable	Poor	Fair	Good	Excellent

Remarks

After careful consideration of all factors, my grade for this applicant is

0 10 20 30 40 50 60 70 80 90 100

In appropriate box, write in exact numerical grade such as 67, 83, or 98.

(Interviewer) (Date)

while the one for a medical technician tests four aptitudes—general learning ability, verbal aptitude, form perception, and clerical perception.

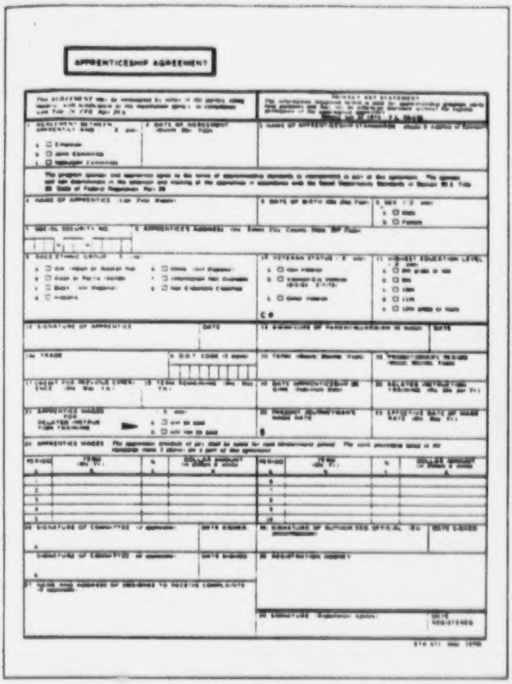
The length of a SATB depends on the aptitudes it measures. Some questions are written, and some tests use pegboards and other apparatus for measuring manual aptitudes such as finger dexterity. "Low," "medium," and "high" scores are given. Some programs will accept only a "high" rating, others a "medium" rating.

All nine general aptitudes are tested by the General Aptitude Test Battery (GATB). This is frequently used by counselors to help people interested in apprenticeship decide which trade to pursue.

Some companies devise and administer their own tests. They report the scores to whoever is handling the apprenticeship application. Such tests often measure an applicant's familiarity with the tools and the terms of the trade.

People who get nervous or who have other problems taking tests can get a helpful booklet published by the Employment Service called "Doing Your Best on Aptitude Tests." Also available are special versions of the tests for people who speak Spanish.

Finally, most programs require good general health as proven and documented by an examination by a physician. General physical factors, such as health history, family health, and stamina, are discussed during the interview. Sometimes specific levels of physical abilities are required to do such things as close, detailed work. By law, physical size can no longer eliminate an applicant from consideration unless the sponsor can prove that size would prevent



APPRENTICESHIP AGREEMENT

the applicant from learning the trade or being able to do the work. For example, some apprenticeship programs for law enforcement officers have a minimum height requirement. Also, some trades, such as railroad work, require great physical strength and stamina. Physical handicaps that would not interfere with a person's performance on the job would not be grounds for disqualifying an applicant.

The interview. All applications are reviewed by the sponsor—often the personnel office—to make sure applicants have fulfilled the general requirements. If they have, the Joint Apprenticeship Committee or the administrative body representing the sponsor will interview each applicant.

At the interview, a group of about four people will ask questions about the applicant's physical health, interest in the trade, and attitude toward the type of work that would be performed by the apprentice. Personal traits such as aggressiveness and sincerity also will be noted. Questions such as these may be asked: Do you like to work with your hands? What makes you think you'd be a good craftworker? Do you know that the work is hard? Interviewers want to know if applicants are qualified, but the oral examination also helps them to determine whether applicants would commit themselves to the work and whether they would be persistent enough to finish the program.

After the interview, the committee rates the applicant numerically, based on his or her qualifications and the interview (see sample evaluation sheets). This rating determines the applicant's place on the register, or waiting list, for apprenticeship openings. People who want to move up on a register may improve their rating by increasing the level of their qualifications, such as by taking courses. If applicants think they were unfairly rated, they can request another interview, or another review of their application by the committee.

Although there is no set of questions that interviewers must ask, records of interviews are kept, including brief summaries of specific factors covered, such as motivation, ambition, and willingness to accept direction. These records are required of registered programs and help the committee members review their notes and explain ratings to applicants.

If, after 2 years, an applicant has not been referred for an apprenticeship opening, the applicant must reactivate his or her file by reapplying. Although the process of reapplication does not require another interview, applicants should try to improve their ratings by making a better impression at a second interview.

Getting In

Getting on a register is a major step toward apprenticeship, but it's only halfway there. The other half is being placed in a program. The wait on a register can last months or even years, depending on the number of qualified applicants and the number of openings.

Openings for new apprentices occur usually only once or twice a year. Therefore, qualified applicants should be prepared for a long wait between referrals. However, usually more than one program per trade operates in an area, and different programs may recruit at different times during the year. Trades with seasonal needs for workers, such as construction, may recruit only during the warmer months. The service and manufacturing industries, on the other hand, can recruit any time during the year, as they are not usually affected by the weather.

Qualified Applicants. Recently, the number of qualified applicants seems to have reached flood level on many registers of local apprenticeship programs. Although about 60,000 openings for apprentices occur each year, in 1979, 367,647 people wanted to get into them. Of that number, 37,205 were women. In the construction trades alone, an estimated eight applicants are qualified for every opening.

The more populated areas have larger numbers of applications, but often have enough industry to support more apprentices. So, although the less populated areas may have less competition for openings, they may not support as many apprentices.

Openings. The availability of apprenticeships in an area depends on three major elements: (1) economic conditions, (2) the willingness of employers to train skilled craftworkers, and (3) new technology.

As economic conditions change, so does the demand for skilled workers. When employment is high and construction and industrial production are booming, more skilled workers are needed, and more apprentices must be trained to help fill the need. When economic conditions are bad, apprenticeships are scarce.

Where To Go for Help

Many organizations, such as labor unions and public agencies, can provide information about apprenticeship. Special programs are available to help people qualify for apprenticeship and to encourage special groups to apply.

Two agencies are designed primarily to help sponsors. These agencies are State and regional offices of the Bureau of Apprenticeship and Training (BAT) and State apprenticeship councils. Their addresses are listed at the end of this article.

People who live in areas not served by any of these sources can go directly to a Joint Apprenticeship Committee or other program sponsor for information about specific programs. For more general information, they can contact regional BAT offices in nearby areas by mail, or they may contact their school counselor or a local job service office.

Special Programs. Many special programs, funded by the Department of Labor, promote apprenticeship to disadvantaged groups and to other people previously not encouraged to apply for apprenticeship openings. These outreach programs are sponsored by concerned groups and labor organizations to provide information, tutoring, counseling, and other services that help prepare people for entry into apprenticeship programs. General programs are designed to help large groups, such as members of minority groups and women. Others pinpoint specific subgroups, such as Navajo Indians or women in a certain location or trade.

Outreach counselors give applicants such information as when programs are recruiting, what the eligibility requirements are, what information the applicant must have on file with the office, and where and when tutoring will begin for preparing to take qualifying examinations. Tutoring sessions last from 1 to 8 weeks, with the average applicant attending 2 weeks of sessions. Session leaders discuss how to take and pass examinations, and they counsel and prepare applicants for the interview. Special subjects such as

Apprenticeship

basic math, reading, or mechanical reasoning also may be offered.

In today's highly technical world, whether in industry, commerce, or public services, apprenticeship is still one of the best ways to acquire the occupational skills required for full qualification in an ever-increasing number of career fields.

This article provides some general information about apprenticeships. To find out about specific requirements of local programs, potential applicants should contact local sources of information. To find out about these programs, they should check local directories or contact their local Employment Service office. ◆

Regional Offices
Bureau of Apprenticeship and Training

	States Served	
Region I JFK Federal Bldg. Room E-432 Government Center Boston, Massachusetts 02203 Telephone: 617/223-6740	Connecticut Maine Massachusetts	New Hampshire Rhode Island Vermont
Region II 1515 Broadway and 44th Street Room 3731 New York, New York 10036 Telephone: 212/944-3080	New Jersey New York	Puerto Rico Virgin Islands
Region III P.O. Box 8796 Philadelphia, Pennsylvania 19101 Telephone: 215/596-6417	Delaware Maryland Pennsylvania	Virginia West Virginia
Region IV 1371 Peachtree St. NE. Room 700 Atlanta, Georgia 30367 Telephone: 404/881-4405	Alabama Florida Georgia Kentucky	Mississippi North Carolina South Carolina Tennessee
Region V Federal Bldg. Room 701 230 South Dearborn St. Chicago, Illinois 60604 Telephone: 312/353-7205	Illinois Indiana Michigan	Minnesota Ohio Wisconsin
Region VI 555 Griffin Square Bldg. Griffin and Young Sts. Room 858 Dallas, Texas 75202 Telephone: 214/767-4993	Arkansas Louisiana New Mexico	Oklahoma Texas
Region VII Federal Office Bldg. Room 1100 911 Walnut St. Kansas City, Missouri 64106 Telephone: 816/374-3856	Iowa Kansas	Missouri Nebraska
Region VIII U.S. Custom House Room 476 721 19th St. Denver, Colorado 80202 Telephone: 303/837-4791	Colorado Montana North Dakota	South Dakota Utah Wyoming
Region IX 211 Main Street Room 344 San Francisco, California 94105-1978 Telephone: 415/974-0552	Arizona California	Hawaii Nevada
Region X Federal Office Bldg. Room 8014 909 First Avenue Seattle, Washington 98174 Telephone: 206/442-5286	Alaska Idaho	Oregon Washington

State Offices
Bureau of Apprenticeship and Training

Alabama
1931 9th Avenue, South
South Twentieth Building
Birmingham 35205
205/254-1308

Alaska
Room E-512
Federal Building and
Courthouse, Box 37
701 C Street
Anchorage 99513
907/271-5035

Arizona
2120 North Central
Suite G-110
Phoenix 85004
602/261-5401

Arkansas
Room 3014
Federal Building
700 West Capitol Street
Little Rock 72201
501/378-5415

California
Room 344
211 Main Street
San Francisco 94105-1978
415/974-0556

Colorado
Room 464
U.S. Custom House
721 19th Street
Denver 80202
303/837-4793

Connecticut
Room 367
Federal Building
135 High Street
Hartford 06103
203/244-2886

Delaware
Lock Box 36
Federal Bldg.
844 King Street
Wilmington 19801
302/573-6113

Florida
Room 3080
Hobbs Federal Building
227 North Bronough Street
Tallahassee 32301
904/681-7161

Georgia
Room 725
1371 Peachtree Street NE.
Atlanta 30367
404/881-4403

Hawaii
Room 5113
P.O. Box 50203
300 Ala Moana Boulevard
Honolulu 96850
808/546-7560

Idaho
Suite 330
Owyhee Plaza
1109 Main Street
Boise 83702
208/3[illegible]1013

Illinois
Room 505
7222 W. Cermak Road
North Riverside 60546
312/447-0382

Indiana
Room 414
Federal Building and U.S.
Courthouse
46 East Ohio Street
Indianapolis 46204
317/269-7592

Iowa
Room 367
Federal Building
210 Walnut Street
Des Moines 50309
515/284-4690

Kansas
Room 225
Federal Building
444 S.E. Quincy Street
Topeka 66683
913/295-2624 (Ext. 236)

Kentucky
Room 554-C
Federal Building
600 Federal Place
Louisville 40202
502/582-5223

Louisiana
Room 215-B
Hoover Bldg.
8312 Florida Boulevard
Baton Rouge 70806
504/923-3431

Maine
Room 101-B
Federal Building
P.O. Box 917
68 Sewall Street
Augusta 04330
207/622-8235

Maryland
Room 1028
Charles Center—Fed. Bldg.
31 Hopkins Plaza
Baltimore 21201
301/962-2676

Massachusetts
Room 1001
JFK Federal Building
Government Center
Boston 02203
617/223-6765

Michigan
Room 309
Corr Building
300 East Michigan Avenue
Lansing 48933
517/377-1746 or 1750

Minnesota
Room 134
Federal Building and U.S.
Courthouse
316 Robert Street
St. Paul 55101
612/725-7951

Mississippi
Suite 1003
Federal Building
100 West Capitol Street
Jackson 39269
601/960-4346 or 4349

Missouri
Room 547
210 North Tucker
St. Louis 63101
314/452-4522

Montana
Room 394—Drawer #10055
Federal Office Bldg.
301 South Park Avenue
Helena 59626-0055
406/449-5261

Nebraska
Room 700
106 South 15th Street
Omaha 68102
402/221-3281

Nevada
Room 316
Post Office Building
P.O. Box 1987
301 East Stewart Avenue
Las Vegas 89101
702/385-6396

New Hampshire
Room 311
Federal Building
55 Pleasant Street
Concord 03301
603/834-4736

New Jersey
Room 410
402 East State Street
Trenton 08607
609/989-2209

New Mexico
Room 1116
Western Bank Building
505 Marquette NW
Albuquerque 87102
505/766-2398

New York
512 U.S. Post Office
and Courthouse
Albany 12207
518/472-4800

North Carolina
Room 376
Federal Building
310 New Bern Avenue
Raleigh 27601
919/755-4466

North Dakota
Room 344
New Federal Building
653 2nd Avenue North
Fargo 58102
701/237-5771 (Ext. 5415)

Ohio
Room 605
200 North High Street
Columbus 43215
614/469-7375

Oklahoma
Suite 1440
50 Penn Place
Oklahoma City 73118
405/231-4818

Oregon
640 Federal Building
1220 SW. 3rd Avenue
Portland 97204
503/221-3157 or 3177

Pennsylvania
Room 773
Federal Building
228 Walnut Street
Harrisburg 17108
717/782-3496

Rhode Island
100 Hartford Avenue
Providence 02909
401/838-4328

South Carolina
Room 838
Strom Thurmond Fed. Bldg.
1835 Assembly Street
Columbia 29201
803/765-5547

South Dakota
Room 104
Federal Building
400 South Phillips Avenue
Sioux Falls 57102
605/336-2980 (Ext. 326)

Tennessee
Suite 406
1720 West End Avenue
Nashville 37203
615/251-5408

Texas
Room 2102
VA Building
2320 LaBranch Street
Houston 77004
713/750-1696

Utah
Room 314
Post Office Building
350 South Main Street
Salt Lake City 84101
801/524-5700

Vermont
Suite 103
Burlington Square
96 College Street
Burlington 05401
802/951-6278

Virginia
Room 10-020
400 North 8th Street
Richmond 23240
804/771-2488

Washington
1009 Federal Office Building
909 First Avenue
Seattle 98174
206/442-4756

West Virginia
Room 305
550 Eagan Street
Charleston 25301
304/347-5141

Wisconsin
Room 303
Federal Center
212 East Washington
Avenue
Madison 53703
608/264-5377

Wyoming
Room 8017
J.C. O'Mahoney
Federal Center
P.O. Box 1126
2120 Capitol Avenue
Cheyenne 82001
307/772-2448

Apprenticeship

State and Territorial Apprenticeship Agencies

Arizona
Apprenticeship Services
Department of Economic Security
207 East McDowell Road
Phoenix 85004

California
Division of Apprenticeship Standards
Department of Industrial Relations
455 Golden Gate Ave., Room 1230
San Francisco 94102

Colorado
Apprenticeship Council
Division of Labor
313 Centennial Building
Denver 80203

Connecticut
Apprentice Training Division
Department of Labor
200 Folly Brook Boulevard
Wethersfield 06109

Delaware
Apprenticeship Officer
Delaware State Department of Labor
State Office Bldg., 6th Floor
820 North French Street
Wilmington 19801

District of Columbia
DC Apprenticeship Council
500 C Street NW., Room 241
Washington 20001

Florida
Bureau of Apprenticeship
Division of Labor
Dept. of Labor & Employment Security
1321 Executive Center Dr. East
Tallahassee 32301

Hawaii
Apprenticeship Division
Department of Labor and Industrial Relations
825 Mililani Street
Honolulu 96813

Kansas
Apprenticeship Section
Div. of Labor Management Relations and Employment Standards
Department of Human Resources
512 West 6th Street
Topeka 66603-3178

Kentucky
Apprenticeship and Training
Kentucky State Apprenticeship Council
620 South Third Street, 6th Floor
Louisville 40202

Louisiana
Division of Apprenticeship
Department of Labor
P.O. Box 44094
Baton Rouge 70804

Maine
Maine State Apprenticeship and Training Council—Department of Manpower Affairs
Bureau of Labor
State Office Building
Augusta 04333

Maryland
Apprenticeship and Training
Maryland Apprenticeship and Training Council
Division of Labor and Industry
1301 [illegible] Street
Baltimore 21237

Massachusetts
Division of Apprentice Training
Department of Labor and Industries
Leverett Saltonstall Bldg.
100 Cambridge Street
Boston 02202

Minnesota
Division of Voluntary Apprenticeship
Department of Labor and Industry
Space Center Bldg., 5th Floor
444 Lafayette Road
St. Paul 55101

Montana
Apprenticeship Bureau
Division of Labor Standards
Department of Labor and Industry
Capitol Station
Helena 59620

Nevada
Department of Labor, Capitol Complex, Room 601
505 East King Street
Carson City 89710

New Hampshire
Commission of Labor
Department of Labor
19 Pillsbury Street
Concord 03301

New Mexico
N.M. State Apprenticeship Council
Labor and Industrial Commission
2340 Menaul NE., Suite 212
Albuquerque 87107

New York
Apprentice Training
Department of Labor
The Campus Bldg. #12, Room 428
Albany 12240

North Carolina
Apprenticeship Division
North Carolina Department of Labor
4 West Edenton Street
Raleigh 27601-1472

Ohio
State Apprenticeship Council
Department of Industrial Relations
2323 West Fifth Avenue, Room 2250
Columbus 43215

Oregon
Apprenticeship and Training Division
State Office Bldg., Room 466
1400 South West Fifth Avenue
Portland 97201

Pennsylvania
Pennsylvania Apprenticeship and Training Council
7th and Forster Streets
Department of Labor and Industry
Labor and Industry Bldg., Room 1618
Harrisburg 17120

Puerto Rico
Apprenticeship Division
Department of Labor
Right to Employment Division
GPO Box 4452
San Juan 00936

Rhode Island
Apprenticeship Council
Department of Labor
220 Elmwood Avenue
Providence 02907

Vermont
Vermont Apprenticeship Council
Department of Labor and Industry
120 State Street
State Office Building
Montpelier 05602

Virgin Islands
Division of Apprenticeship and Training
Department of Labor
Christiansted, St. Croix 00820

Virginia
Division of Apprenticeship Training
Virginia Department of Labor and Industry
P.O. Box 12064
Richmond 23241

Washington
Apprenticeship and Training Division
Department of Labor and Industries
605 East 11th Avenue
Olympia 98504

Wisconsin
Division of Apprenticeship and Training
Department of Industry, Labor and Human Relations
P.O. Box 7946
Madison 53707

EXHIBIT 4

DUAL ENROLLMENT AS AN OPERATING ENGINEER APPRENTICE AND A COLLEGE DEGREE CANDIDATE:

THE INTERNATIONAL UNION OF OPERATING ENGINEERS DUAL ENROLLMENT PROGRAM

October 21, 1986

Prepared by the International Union
of Operating Engineers

for

The Organization for Economic
Cooperation and Development, Paris, France

for introduction at the

Joint Finland/OECD Seminar on
The Role of Education in Socio-Economic Development
Helsinki, Finland
November 3-5, 1986

(Summary and Update of Dual Enrollment Demonstration
Project Final Report of December 31, 1975)

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SUMMARY

1. The International Union of Operating Engineers Dual Enrollment Program, sponsored by the National Joint Apprenticeship and Training Committee for Operating Engineers, combines trade union apprenticeship with college study; young persons are "dually-enrolled" by meeting both the requirements for indenture as an apprentice and matriculation as an associate degree candidate. Operating Engineers apprentices may receive college credit for apprenticeship related training classes and for supervised work experience, amounting to one-half to three-fourths of the credits needed for an Associate Degree.

2. The program was originally funded as a demonstration project for the period of August 15, 1972 through December 31, 1975, under a grant from the Office of Research and Development/Manpower Administration, United States Department of Labor. The following main activities took place:

i. (1) An Advisory Committee of representatives of higher education, construction management, and labor was established to assess and guide the activities of the Program;

(2) Model curricula for dually-enrolled apprentices were formulated;

(3) Dual Enrollment Programs were initiated in more than 20 states, serving over 2,300 apprentice operating engineers, 35% of whom were non-white;

(4) Two successful types of Dual Enrollment Programs were developed: a local program model, geared to part-time instruction, and a regional model, geared to full-time instruction;

(5) Efforts were made to disseminate information about the Program throughout all segments of industry and higher education;

(6) Linkages between Associate Degree programs and four-year programs were initiated.

3. Since the completion of the demonstration project, mutual respect and cooperation between apprenticeship programs and colleges has continued to grow, albeit slowly. Current dual enrollment agreements are voluntarily established and administered at the local level. The original models have been replicated and adapted to meet the needs of apprentices as students, offering options for pursuing post-secondary study through recognition of apprenticeship as worthy of academic credit.

I. INTRODUCTION

The Operating Engineer Trade

1. The International Union of Operating Engineers (IUOE) is an organization of approximately 358,000 members (420,000 at the time of the demonstration project), encompassing two main jurisdictions. The branch to which about three-fourths of the International Union of Operating Engineers' membership belongs, formally called hoisting and portable, encompasses the operators of heavy equipment used in construction and the repairmen who service heavy equipment. These members are called operating engineers. The IUOE's other main branch consists of stationary engineers, who operate electrical and mechanical equipment in power plants, large buildings, factories, and the like. The demonstration phase of the Dual Enrollment Program was concerned chiefly, but not exclusively, with the hoisting and portable branch of the IUOE.

2. During the past few decades, rapid changes have taken place in the trade of operating engineer. The rapid growth in construction activities of all types (particularly the federal highway program) has provided an accelerating demand for skilled operators, although the ever-increasing size of construction machinery requires fewer operators per volume of work performed. The constantly rising cost and complexity of equipment requires higher and higher levels of operator skills if high production rates are to be maintained.

3. One response of the industry to the pressing need for more and better trained operating engineers was to establish apprenticeship and training programs, jointly sponsored by labor and management. Some 76 of these local programs (55 at the time of the project) now train operating engineers.

Structure of the IUOE's Apprenticeship and Training Programs

4. Although they are governed by national apprenticeship standards registered with the U.S. Bureau of Apprenticeship and Training, the operating engineer joint apprenticeship and training committees are operated autonomously by representatives of labor and industry. The National Joint Apprenticeship and Training Committee for Operating Engineers (NJATCOE) reviews the national apprenticeship standards as necessary and acts as an advisory body. The local apprenticeship program is the locus of all training and educational activity.

5. The structure of operating engineer apprenticeship programs vary according to local needs, although all programs must adhere to the national standards. Most apprenticeship programs are of three years duration, though some are four years in length. Every program must by federal regulation include at least 144 hours per year of classroom instruction, plus required field

instruction at training sites operated by the joint apprenticeship committee. Most classes are held during evenings and weekends; however, many programs have adopted the "full-time training" concept, where apprentices receive classroom and field training full-time for one or two weeks at a time.

6. A comprehensive teaching curriculum, including student workbooks, instructor's manuals, audio-visual aids, and supplementary readings, has been prepared by the IUOE for every topic in the apprenticeship program. All apprenticeship programs use these curriculum materials, adapted to meet local conditions. In recent years, the incorporation of performance based training and performance tests into the teaching curriculum has become an integral part of operating engineer instruction.

II. THE PREMISE OF THE OPERATING ENGINEERS DUAL ENROLLMENT PROGRAM

7. The technical knowledge and educational discipline required of an indentured apprentice in the operating engineer's trade is similar to the knowledge required of an undergraduate student in his or her first two years of study. The growing complexity and technological evolution of construction processes and heavy equipment have necessitated increased technical knowledge and advanced training on the part of the operating engineers. At the time of the Dual Enrollment demonstration project, many Operating Engineer apprentices were already receiving instruction at colleges, often taking courses designed specifically for them, but not receiving college credit. Some courses taught, however, were a part of the school's regular offerings, and would have carried credit if the apprentices were matriculated.

8. At the same time, leaders in the construction industry expressed great concern over the need for better trained management personnel. According to these leaders, two types of persons were becoming managers, and both tended to have significant drawbacks: the first type, the degreed engineer, frequently had little experience or knowledge of what actually happened on the job site, and how day to day problems were handled. The second type, promoted from the ranks of experienced craftsmen, knew the job well, but lacked formal technical and managerial training.

9. Apprenticeship programs and union leaders also recognized that their organizations needed individuals with more sophisticated training and who could easily assimilate new developments in the structure and functioning of the construction industry. Apprenticeship programs needed better qualified instructors, and unions needed more highly trained representatives.

10. The growing trend toward "degree consciousness" in United States society further facilitated an adaptation to formal education of apprentices. Occupational and physical mobility as well as technological change have made credentialism a growing force in the U.S. This trend has in turn created more pressure for non-

traditional forms of education and accreditation that would attempt to integrate increasingly diverse sources of instruction. Many methods of accreditation have been used by institutions of higher education to recognize non-traditional education, including credit by examination, advanced standing, independent study, and recognition of work experience.

11. From these needs grew the idea of the Dual Enrollment Program, a cooperative program between colleges and local joint apprenticeship programs, wherein a "dually-enrolled" apprentice could pursue a curriculum meeting independently the requirements for graduation to journeyman status and completion of an associate degree.

12. By creating links between institutions that were separated by their distinct social roles and traditions, but have responded to societal pressures by becoming functionally more closely related, the Dual Enrollment Program represents a step toward the better integration of the American educational system. The program creates access on a completely voluntary basis to courses perhaps too specialized or technical to be appropriate in an apprenticeship curriculum. It not only recognizes the achievement of a young engineer who successfully completes his or her apprenticeship, but also provides expanded career options. The Dual Enrollment graduate may, at some time during his or her life, wish or need to change careers, in which case the associate degree would be applicable to a higher degree. Enrollees can complete their Dual Enrollment Programs regardless of economic status.

13. All of the concerned parties felt that a program such as this would not only provide greater opportunities for personal fulfillment and career advancement to the apprentice, but would also make an effort to improve the status of craftsmanship in the United States.

III. ESTABLISHMENT OF THE DUAL ENROLLMENT PROGRAM

14. The National Joint Apprenticeship and Training Committee for Operating Engineers received a grant from the Office of Research and Development/Manpower Administration, U.S. Department of Labor to initiate the Dual Enrollment Program. The project was funded for the period of August 15, 1972 through December 31, 1975. The basic objectives of this grant were to:

i. (a) conduct a demonstration project to assess the feasibility of combining regular apprentice on-the-job training with junior college formal instruction, with full credit given for completion of apprentice requirements as well as college degree requirements;
   (b) develop a model curriculum for apprentices to fulfill the preceding objective;
   (c) enroll 300 apprentices, all volunteers, in dual enrollment programs;

(d) expand the career options of participants in this Dual Enrollment Program by developing linkages and identifying colleges with four-year programs which would accept successful completers of the Dual Enrollment Program as degree candidates;

(e) solicit cooperation, and review, advise, and generate support for the program among joint apprenticeship committees and administrators of registered apprentice programs; and

(f) determine the practicality and contribution made by the Dual Enrollment Program in satisfying apprentice job performance requirements and in improving overall career objectives of program participants.

Initial Activities

15. One of the first activities of the project was the forming of an Advisory Committee. The Committee, chosen to represent university colleges of engineering, state colleges, community colleges, management, apprenticeship officials, and labor, met periodically to guide the progress of the project. The Committee proved to be an indispensable element in both its advisory capacity to project staff and as a force in promoting the acceptance of the Dual Enrollment concept.

16. The best place to begin to stimulate interest in the Dual Enrollment Program was at the local apprenticeship programs. Apprenticeship personnel quickly recognized the potential educational and occupational benefit to their students as well as the value of the Dual Enrollment Program in recruiting more capable candadates.

17. Community colleges were experiencing a post-war growth at the time of the project. In addition, they were among the few higher education institutions exploring sources outside the norm for increased enrollments. That, coupled with their eagerness to address a newly-recognized need for increased vocational preparation by courses of study, made them ideal potential partners in the Dual Enrollment Program.

18. Once interest was expressed in developing a dual enrollment program, certain steps were taken to implement the idea. The dual enrollment director, who acted as a go-between for apprenticeship programs and colleges, assisted each party as needed. These steps included: assessing the existing apprentice curriculum to decide how it could profitably be supplemented by additional college work; surveying area colleges to determine which would best meet the criteria of breadth and flexibility in course offerings, receptivity to the philosophy of the program, and comparatively modest cost to the student; consulting with the chosen college to determine its interest in the Program; establishing an agreement between the parties on the amount of credit to be granted for the apprenticeship experience, and the structure and options of the supplementary degree curriculum; determining and allocating costs; and securing approval by relevant public agencies (e.g., State Board of Higher Education), if necessary.

19. The process of turning apprenticeship into credit lay at the heart of the Dual Enrollment Program. It was the point at which the two institutions, the college and the apprenticeship program, had to agree in concrete terms on the extent and mechanics of their interrelationship. Both parties had to be honest about what they had to offer, in the interest of the individual student.

20. Typically, college officials, local apprenticeship program officials, and a dual enrollment representative reviewed the apprenticeship curriculum together. Once a determination was made by the local college that apprenticeship curriculum materials were comparable to college credits, then credits were granted. In almost all cases credit was granted on an hour for hour basis; that is, apprenticeship class instructional hours were converted to college credits following the same formula for college classroom instructional hours (e.g., 15 class hours = 1 credit hour).

21. Assessing work experience for college credit was also done on a case by case basis. Verification of work experience was not a problem, thanks to the elaborate recordkeeping and close supervision required in every apprenticeship program.

22. An operating engineer apprenticeship includes from 432 hours to more than 700 hours of classroom instruction, supplemented by field instruction and at least 6,000 hours of supervised on-the-job training. In practice, colleges have translated the operating engineer apprenticeship experience into credits equalling 50% to 80% of the requirements of an associate degree.

Concerns and Points of Interest

23. In establishing this Dual Enrollment Program, several obstacles first had to be overcome. Perhaps the most significant problem in beginning a demonstration program such as the Dual Enrollment Program was that of balancing the interests and concerns of a large number of parties.

24. For example, one of the chief concerns of every apprenticeship program was to maintain its independence in determining the proper training for operating engineers. This concern tended to make apprenticeship officials wary of cooperation with other educational institutions. Too many apprenticeship programs and community colleges considered themselves competitors. Those colleges and vocational schools that had attempted to train heavy equipment operators had, in the eyes of apprenticeship officials, done a job that neglected both the needs of the trainee and the structure of the job market for equipment operators.

25. Union officials shared the fears of apprenticeship program officials of losing control of the content and structure of apprenticeship when working jointly with a college. Both of these groups felt they had worked hard to establish training programs without help from outsiders, and they did not wish to risk their autonomy or brook "interference" now. Some of these officials had to be convinced of the potential value of the Dual Enrollment Program.

The majority, however, felt that cooperation between their programs and colleges was both possible and desirable.

26. Most contractors favored the concept of the Dual Enrollment Program. Those who opposed the concept felt that training efforts should be strictly limited to equipment operation, or that the industry could be damaged by overeducating workers and contributing to job dissatisfaction.

27. Accepting the concept of dual enrollment sometimes involved a wrench in the thinking of college administrators. Most educators think of combining education and work in terms of part-time or cooperative programs that attempt to put the student to work. The dual enrollment program reversed the image, attempting to get workers into the schools. The result was a program both more oriented to work than school and financially more attractive to the worker/student.

28. Additionally, most colleges had a great lack of knowledge of what operating engineers did and how they were trained, so getting them interested in participating in dual enrollment programs was a task in itself. Many colleges were also wary of working with "unions", although every apprenticeship program is in fact jointly sponsored by employers and unions.

29. When considering giving credit for learning outside the classroom, colleges were continually concerned with maintaining standards of scholarship and protecting their accreditation. The latter was sometimes a greater problem than the former, since accrediting agencies were frequently more closely bound to traditional methods of credentialing than college administrators.

30. The IUOE was well aware of the task it faced in proving the "legitimacy" of awarding college credits for apprentice training. Thus, it enlisted the aid of the prestigious American Council on Education (ACE) when discussions began with the colleges. The ACE composed a proposal entitled The Feasibility of Awarding Postsecondary Educational Credits for Apprenticeship Programs. Its findings and recommendations served as a useful guide for postsecondary institutions to get dual enrollment programs started, and made a serious attempt to bridge the gap between the apprentice and the public sector programs.

31. The ACE applied a model to 8 apprenticeship programs, and its recommendations ranged from 9 to 48 credits (toward an associate degree). The variety of programs, all duly registered with federal and state agencies, was so great, however, that it became evident that local evaluations would be necessary. Thus, the ACE developed a manual and has assisted local unions with this work ever since.

32. One recipient of such assistance was Local Union No. 57 in Rhode Island. Local 57 and its area junior college had, through extensive negotiations, agreed that 42 of 60 credits would be applied to an associate degree through apprenticeship training. The remaining 18 credits would be earned in college courses. When the ACE evaluated that program, it recommended that 48 credits be applicable: 6 more than what had previously been determined! Although Local 57

chose to comply with the original agreement, the American Council on Education's assistance helped to put to rest any concerns about the "legitimacy" or "credibility" of the Dual Enrollment Program.

33. Another major concern faced in coordinating a dual enrollment program was that of articulation between the dual enrollment associate degree program and the bachelor's degree program. Although program planners expected that very few apprentices would wish to continue their education after completing a dual enrollment program degree, in fact over half of the admittedly small number of graduates at the end of the project were continuing their higher education. Those few graduates who attended 4-year institutions were able to successfully transfer the credits from their associate degree programs.

34. Today, most of the local unions participating in dual enrollment programs have established agreements with their area 4-year colleges for the transfer of dual enrollment credits to bachelor degree programs. Some of these colleges even offer bachelor's degrees in specific construction industry subjects, such as construction engineering. It must be noted that a great deal of time was spent in negotiating with college administrators to grant the transfer of these credits, and only through years of cooperation and perseverance was this goal able to be achieved.

35. Aside from gaps in understanding that could be filled by educating the educators, at least one important difference of viewpoint, over "open enrollment", has caused problems in some areas. Apprenticeship committees and colleges tend to take diametrically opposed approaches to educating for the job market. Access to college vocational programs is relatively easy, while relatively little thought is given to the job market or placement of the graduate. In contrast, the apprenticeship committee begins with a labor market analysis. Since a job is the keystone of apprenticeship, current and future job opportunities determine the number of openings in an apprenticeship program. Further, the requirements of equal access and affirmative action mandated formalized and highly structured selection procedures. In most areas, applications for apprenticeship programs can only be accepted in certain periods, which must be preceded by widespread publicity and other specific affirmative action efforts. Training programs consider "open enrollment" both irresponsible and possibly illegal. The two institutions have taken different paths toward the same goal -- affirmative action.

36. Other concerns relating to the establishment of dual enrollment programs included the lack of a sufficient number of courses related to the construction industry being offered by colleges; the scheduling of courses being a disadvantage to students who could not attend during the day (the lack of large numbers of students in any one class made action on these two problems difficult); and state financial aid formulas conflicting with the preferences of apprenticeship programs (they would have preferred to have college credits granted to the apprentice at the end of his or her apprenticeship, as an incentive to completion and a savings in administrative effort. Yet colleges receive aid on the basis of students enrolled per semester, and thus preferred to have apprentices continually enrolled).

IV. CURRICULUM OF DUAL ENROLLMENT PROGRAMS

37. The curriculum of a typical dual enrollment program integrated three types of experience gained by the apprentice/student: (1) work experience; (2) apprenticeship related instruction, consisting of classroom instruction and field training; and (3) courses taken at the participating college. Although required and elective courses varied from program to program, listed below are representative examples:

1. Algebra and Trigonometry
Basic Thermodynamics I & II
Business Law I & II
Combustion Engines
Communication Skills I & II
Diesel Engines
Economics
Engineering Graphics I & II
Heavy Equipment I, II & III
History of Labor
Hydraulics & Pneumatics
Intro. to Apprenticeship
Intro. to Labor Relations
Industrial Relations
Personnel Management
Physics I, II & III
Power Mechanics I & II
Psychology
Techniques of Suspension
Techniques of Welding

V. COSTS OF THE DUAL ENROLLMENT PROGRAM

The National Office

38. During the demonstration phase of the program, the Department of Labor grant supported the expenses of the offices of the director and the Advisory Committee. However, the actual operation of each local dual enrollment program was and is locally financed.

Local Programs

39. When discussing costs of a dual enrollment program it must be kept in mind that there are three parties to each program -- the apprentice, the apprenticeship program, and the college -- and the interests of each must be considered. The cost of apprenticeship instruction is borne by local trust funds set up for that purpose, into which a fixed amount is paid for every hour worked by individuals covered by the collective bargaining agreement. While this method is the only one that is fair to participating employers given the structure of the industry, it has the disadvantage that funds for training purposes are tied to current construction activity, and planning is thus made uncertain due to the unstable, cyclical nature of the industry.

40. As for the cost of college attendance, it is the policy of the Dual Enrollment Program that (a) the marginal cost of college attendance be made as low as possible, through recognition of prior "creditable" experience and agreements with low tuition (public) colleges and (b) the marginal cost of college attendance be borne,

in most cases, by the student. Some local apprenticeship programs do offer financial assistance, mostly in the form of a tuition rebate after successful completion of a course. A few local unions have separate educational funds for financial assistance.

41. Dual enrollment program agreements are usually made with institutions charging comparatively modest tuition, within reach of the typical apprentice who attends part-time. The average cost of college attendance supplemental to apprenticeship, between $50.00 and $100.00 per semester for tuition and books, does not pose serious financial obstacles for the majority of apprentices.

VI. THE REGIONAL DUAL ENROLLMENT PROGRAM

42. As part of the demonstration project a regional, rather than local, dual enrollment program was created directly by the IUOE in cooperation with Dickinson State College in Dickinson, North Dakota. There were several reasons for attempting a regional dual enrollment program.

i. (1) The program could serve apprentices in relatively remote areas of the Northwest and North Central states, who could not otherwise regularly attend apprenticeship classes.

(2) It would provide a long-term trial for full-time classroom instruction, including apprenticeship materials, in an area where severe winters provide a dependable lull in construction activity, and little further economic hardship would be felt by the student.

(3) It would provide a setting for the development and application of new ideas and materials for training programs, and for the development of new and more specialized courses for journeymen.

43. Since Dickinson State College offered classes fulfilling both the apprenticeship related training and college requirements for the associate degree, and provided housing and meal services as well, the regional dual enrollment program was considerably more costly than a local program. The tuition of most participants in this program was paid by their apprenticeship programs. Consequently, attendance was relatively low due to a lack of funds caused by the low ebb of construction activity at the time.

44. The curriculum offered at Dickinson State College was unique among dual enrollment programs, since instruction was provided on a full-time rather than part-time basis. Apprentices attended Dickinson for twelve weeks (one academic quarter) each year, during the winter quarter. Trade-related and elective courses were taken concurrently. The total program consisted of forty-eight quarter hours of academic class work and forty-eight quarter hours of field courses, and learning practicums.

45. Although the regional dual enrollment program is no longer in operation, it was very instrumental in producing very capable operating engineers. A few examples of its success are cited from Local Union No. 101 in Kansas City, Missouri, which was one of the first programs to participate. Since graduation from the Dickinson program, some of Local 101's participants have continued to work in the trade, several in supervisory capacities. Others have broadened their careers into other areas of the construction industry, such as selling construction equipment. One graduate even went to work for the Occupational Safety and Health Administration as a compliance officer, and is now the chief safety officer for a large building firm.

VII. PARTICIPATING PROGRAMS AND ENROLLEES

46. , Eighteen IUOE local unions initially participated in the Dual Enrollment Program. Local unions with jurisdictions in the following states participated: in local programs, Arizona, California, Delaware, Hawaii, Indiana, Nevada, New York, Ohio, Rhode Island, Tennessee, and Utah; in the regional program, Colorado, Kansas, Minnesota, Missouri, Montana, Ohio, South Dakota, and Wisconsin.

47. The number of apprentices who were enrolled in this demonstration project totalled 2,373, of whom 35.4% were minority group members. (This proportion was slightly higher than the percentage of minority group apprentices in the IUOE, 30%.)

VIII. OVERALL ACHIEVEMENT OF DUAL ENROLLMENT PROGRAM PARTICIPANTS

48. Several factors made it somewhat difficult to assess the overall academic achievement of dually-enrolled apprentices, although there are several indicators. Students in local dual enrollment programs with no course subsidy from the apprenticeship program were not required to report their enrollment to the program and were in fact protected by rules of privacy. Further, few students completed courses if they were doing poorly. (In almost every community college a course can simply be dropped if the student desires, regardless of the reason for withdrawal.) Apprentices understandably tended to report their successes rather than failures.

49. Since the typical dual enrollment program takes a minimum of three or four years to complete, only at the end of the pilot project in December, 1975 were apprentices beginning to obtain degrees. Some fifteen apprentices, most of whom already had a substantial number of college credits that could be transferred to their dual enrollment program, graduated with associate degrees by the end of 1975. At that time, college class enrollment in the dual enrollment program ranged between 15% and 50% of eligible

apprentices, a figure greatly exceeding the expectations of the program's planners.

50. An exception to the problem of reporting was found in the Dickinson State College program. Since tuition was paid by the participating apprenticeship programs, grades were reported to them, and the distinct identity of these apprentice students made measures and comparisons possible.

51. The experience of Dickinson's first class of operating engineer apprentices is instructive. Although they were chosen by their apprenticeship programs for their high potential and motivation, their high school records revealed that each had graduated in the bottom 10% of his class. At the end of the first quarter of full-time attendance at the college, seven of the nine apprentice students made the Dean's List, and, taken as a department, the operating engineers had the highest grade average of any department at the college. This record continued steadily.

52. Similar explanations for this surprising record were offered by both the students themselves and instructors. Maturity and goal-directedness were prominently mentioned. The apprentice students' ages ranged from 19 to 28 years, averaging 24 years, older than the average college student during that period. All had experience in the world of work and all had come to college for a specific purpose and at some sacrifice to themselves. In contrast, all the students felt that they had not applied themselves during their previous educational experiences. The result was superior performance in the Dickinson State College program.

IX. RECOMMENDATIONS AND FUTURE OF THE PROGRAM

53. By action of the Executive Board, the International Union of Operating Engineers concluded that the research and demonstration phase of the Dual Enrollment Program resulted in significant benefits to union members, and that the Program should continue after the expiration of the Department of Labor grant.

54. A number of local apprenticeship programs are currently participating in local dual enrollment programs, although the demonstration phase of the project has long since terminated. As stated before, dual enrollment programs are voluntarily established and independently administered at the local level. Since no formal surveys have been conducted by the IUOE to determine the current scope of dual enrollment programs, current data is not available on the number of such programs nor on the number of enrollees. However, the following examples of current local union/college agreements exemplify the different types of programs in operation today:

Local 57, Rhode Island

i. Through Local 57's negotiations with area colleges over the years, the incorporation of labor industry subjects into college degree programs has occurred.

In addition to its early work with Local 57 and ACE in establishing an associate degree in applied science, Rhode Island Community College now offers associate degrees in labor studies and technical studies. The apprenticeship experience earns 20 of the 60 credits needed for either of these associate degrees. While these credits are generally granted after successful completion of the apprenticeship, partial credit may be granted an apprentice who drops out of the apprenticeship but still wishes to pursue the associate degree. In such cases, the assessment is done on an individual basis.

ii. The associate degrees that include credit for the apprenticeship experience can be applied toward higher degrees in labor studies at other colleges: a bachelor's degree at Rhode Island College and a graduate degree at the University of Rhode Island. Roger Williams College offers both two and four year programs that take into account the apprenticeship experience. The continued cooperation of the local union and colleges in Rhode Island now provides more options to students who wish to further their education in labor-related fields.

Local 428, Arizona

iii. Local 428 in Arizona has an exemplary dual enrollment agreement with Rio Salado Community College for an associate degree in applied science. The related instruction portion of apprenticeship translates into 31 to 33 credits toward the degree, depending on the area of specialization: equipment operation, plant equipment operation, or heavy duty mechanics.

iv. The apprenticeship classes, though taught by journeyman operating engineers at Local 428's training site, are actually included in the college's course outline. Credits for the apprenticeship classes are earned as the apprentice proceeds through the apprenticeship and become a permanent part of the college transcript regardless of whether the apprenticeship is ever completed. If the apprentice does successfully complete the related instruction portion of the apprenticeship, up to 16 additional credits may be awarded for the remaining on-the-job training portion of the apprenticeship. Additional credits toward the 64-credit degree are earned through traditional college courses. The associate degree in applied science can be applied toward a bachelor's degree in construction engineering at Arizona State University.

Local 101, Missouri

v. Local 101 has established the Program for Adult Continuing Education (PACE) with the community college system of Kansas City, Missouri. This is not a dual enrollment program since credits are not awarded for the apprenticeship experience. It is, however, an indirect result of the regional dual enrollment program in Dickinson, North Dakota -- providing alternatives for continuing post-secondary education without creating conflicts between work and school. The PACE program accommodates working students who either cannot attend classes during the day or experience hardships in travelling to the college for coursework. Based on its experience at Dickinson, Local 101 was able to successfully negotiate the scheduling of college courses in the evenings and at convenient off-campus locations in the community. A number of courses are also taught on public television stations and even more significantly, at the local union headquarters. Similar arrangements have been developed with the University of Missouri, where a four-year degree can be earned. Accommodations such as these are welcome improvements from the days when course scheduling was a major barrier to workers who wished to attend college.

X. CONCLUSION

55. Although the quality of apprenticeship programs varies greatly, apprenticeship in the aggregate is by any measure a major educational enterprise that is too often overlooked by the rest of the educational community. The Dual Enrollment Program demonstrated that there is substantial demand for continued higher education among apprentices and that competencies acquired through apprenticeship are deserving of college credit.

56. The barriers between higher education and workers can be overcome, though further efforts must be made. Credit for learning outside the traditional college classroom was one area explored extensively during the project; flexibility in scheduling, so that work and education can be coordinated, was another major problem area. The original Dual Enrollment Program (and more recent local dual enrollment programs) made progress in solving problems in both areas.

57. There are many potentially fruitful outcomes of increased cooperation between colleges and labor organizations. For the worker/student, new possibilities are opened up; not only vocational possibilities, but the possibility for the worker to improve his or her capabilities as a thoughtful citizen. Business is rewarded with better trained workers, and unions with more capable members and leaders. As they begin to realize their obligation to serve the labor community, colleges will find new sources of students and of ideas that should make a vital contribution to education and community life.

Mr. **Perkins**. Thank you very much, Mr. Hammond.

I would like to just ask briefly, and I have heard Mr. Ambach talk some about it today and I have read the AVA's position paper on it, and that is, of course, the issue of set- asides.

I think we all know that this is where the action is going to be this year and that this is where the fight is going to occur. There will be a lot of blood in this committee before it is over.

Gordon, I was intrigued by your idea of maintaining the 57 percent as is, and all new money go out into other areas. Do you believe, in fact, that that is going to be something in terms of the program improvement that would make a big difference? Are we still going to have the same sort of paperwork problems that we are hearing so many complaints about right now?

Mr. **Ambach**. I would hope not. I think there is a curb, if you will, of implementation on any of the Federal programs where you tend to have an excess load of paper. That can be reduced. I would hope that that could be possible here.

It seems to me that the way to reduce the down track paperwork is to put the emphasis up front on what is in the plan and what is the set of performance objectives that you have for an overall program.

I think that most important about the issue of providing set-asides, as I have said earlier, is that I think they do have a very, very important effect, even in relative small amounts of money, of driving a concern among the persons who are supported by different pots of money—to be sure that they are connecting with one another in order to expand service.

I think that is a very, very important characteristic that must be maintained. We argue that you should provide a certain flexibility among the percentages within the set- asides, but it is important to have them maintained and maintained at least at the fiscal 1989 levels.

Now, the drive for the program improvement, ought to be a drive for that money to be associated with the very concerns that you had for setting up the special population categories in the first place. Those are the youngsters and adults who are most in need.

We are not arguing that they should be exclusive served, that there should be an exclusion of voc-ed money just for them, but that is clearly where the priority should go, whether one speaks in terms of a cap—we have strongly supported, of course, the tech-prep program which supports a combination of secondary and post-secondary levels.

When 50 percent of the youth in this nation do not go on to post-secondary education, one has to be certain that those who are not going on to that level are as well equipped as we can possibly provide them.

Therefore, it is necessary for an identification, for the connection within the secondary level, and the promotion of program improvement for their programs at that secondary level, to let them step up into the work force as their initial entry.

Mr. **Perkins**. Thank you, Gordon.

Dr. Edmunds, I am wondering if you would elaborate a little bit in terms of the AVA's position for the record.

Dr. **Edmunds**. Well, Mr. Chairman, we feel that the set-asides have achieved, in some respect, what was intended by the law.

First of all, we have to recognize that the Act has not been in place all that long, and there is an adjustment period that needs to take place. To continue them as they are, also then provides flexibility so that the states can respond to their own unique needs, is something we would firmly support.

As we get more data on the further implementation of the Act, then I think we can make better judgments. We are not looking for major overhauls at this time. We need to fine tune what we have given data we have, and then work from that point forward.

The state needs that flexibility.

Mr. **Perkins**. I am not exactly understanding this clearly. I read the position you had and you said you support maintaining the present 57 percent. Does that include new monies that we would get into or does that just deal with what we are—are you going along with Gordon's idea of putting in new money in the program improvement?

Dr. **Edmunds**. I think so, yes.

Mr. **Perkins**. Do you other gentlemen have any comments?

Mr. **Shugart**. I concur with the position. Our primary problem with set-asides has not been particularly making it work. It has been—when we make the division of money between post-secondary and secondary, the set-asides drive a good deal of that.

For example, we get a little over a third of the money in North Carolina. The bulk of it has to do adults, has to come to the community level. It cannot be expended in the public schools. So, most of that split is driven by the set- asides.

What that leads to is very little program improvement money anywhere except the secondary level. I think putting new resources in program improvement help us to address that.

Mr. **Perkins**. Thank you very much. Mr. Grandy?

Mr. **Grandy**. Thank you, Mr. Chairman.

Dr. Edmunds, I had the occasion to meet with the Iowa Vocational Association, your state representatives yesterday, and discuss some of the provisions that you highlighted today in 1128.

I countered that proposal of 20 percent with something that I think is more ambitious and revolutionary, if you will, but I think something that at least members on this side of the aisle feel is an idea whose time has come, which is really thinking in terms of allocations to vocational institutions in terms of contractual arrangements for excellence.

The more I hear, particularly you and Mr. Ambach, talk about the need for flexibility, but maintaining a certain structure within the set-aside program, the more I think we need to do away with the set-asides and allow you the maximum flexibility to respond to these populations that are evolving.

The National Assessment of Vocational Education has said many localities are forced to return set-aside monies because they cannot meet the match.

Thirteen percent of handicap funds and 17 percent of disadvantaged funds supposedly went unspent in 1986 and 1987. Our figures show that the national average grant to a local institution for a sex equity grant would be $3400.

These are small amounts of money with little room for flexibility. Why doesn't this argue for trying to create a program which allows the Federal government to basically authorize the money, but allow you people, who are the experts to figure out how to spend it.

I realize there is always a concern that certain populations will be unprotected, but I think that that in a sense is indicative of an attitude which is not prevalent in this country as much any more. I would really be curious to see an area education agency or institution that could get away with not servicing populations and continue to receive government money under any kind of a contract.

What prevents you, and I ask this to you Mr. Ambach and to you, Dr. Edmunds, from revolutionizing vocational education? Are we moving too fast if we approach a concept such as the one I just highlighted? Maximum flexibility as opposed to incremental flexibility?

I know your 20 percent theory, but you are moving with such little cat feet there, I am not sure that we would realize over time much change. It is still more paperwork, as I see it.

Dr. **Edmunds**. We struggled with this over the past two years as we deliberated. We know that these special populations are probably in the greatest need of vocational education services. Yet, traditionally, if there are not some constraints or restrictions, they do not get served.

We feel that vocational education ought to be there for those that both need it, desire it and can benefit from it. The flexibility, the 20 percent is not sacred by any stretch of the imagination. We felt that there ought to be a starting point for debate. I think AVA would support, at least listening to any suggestions that might be made.

Mr. **Grandy**. Well, let me talk about another set- aside tour or demarcation of funds, which is the 57 percent for Part A and 43 percent for Part B program improvement.

I hear from my vocational leaders that program improvement, as they intend to deliver it, really benefits all populations. If they had more money in that category and they were able to offer other curricula—let me give you a more specific example.

In Des Moines, where the Des Moines Area Community College is offering a lot of these vocational-type programs. They have opened up a catering curricula which is something that many of their handicapped populations can benefit from. This is a profession that a lot of people who are handicapped and disadvantaged can go into and thrive in.

However, that is program improvement money. Their ability to deliver that service is compromised by the fact that they don't get as much because of the arbitrary differential that we put in.

The more I hear about these figures, these fire walls, that we have built into this bill, the more I see services not being delivered, but more importantly, innovation being stifled. I agree with every one of you that feels as though vocational education has been a step child in terms of the Department of Education's attitude towards it and in terms of Federal dollars being allocated. I have no problem with that whatsoever.

If we are going to put more money into this program, then let's put a little innovation in or at least some incentives for that as well. I would love to see people like you and Mr. Ambach be behind innovative projects at the state level.

This, I am sure might sound too dangerous for this committee, but to allow you to contract directly with the Federal government with certain demonstration projects, if you had a program improvement concept that might not get around the state.

Mr. Ambach, do you have any feelings about that?

Mr. **Ambach**. Yes, let me respond to your last point.

I brought the proposal, in fact we included as a part of our overall set of recommendations, that there be more funding for innovation which is at the state level, and which does reach to quality and primarily focusses attention on program improvement.

If I could go back just a moment to the questions you are posing about set-aside flexibility. If you had the match problem solved, would you still have a problem with special populations?

The issue that keeps coming up is that because there has been a return or reallocation of funding, therefore, you have to change set-asides.

I think the question is: Is there a reason to adjust on the match, or is there pressure to be put on? Quite frankly, we have not recommended a change in the match. We have not said, "Take the match out."

That is, I think, an important part of our overall proposal. I realize that in some states you are not getting a match from the states. Our organizations encourage that that be done.

I think you ought to deal with the match problem and then deal with the question of having set-asides, assuming you solved the match, is that something that is still appropriate?

I have argued that it is, but I have argued that there ought to be a greater flexibility with that. I do think that it is extremely important that there be an expression in this Federal act of what the intentions are towards special populations.

After all, the very Act itself is not taking and putting general education, or education money, out to local districts, schools or states to decide whether they should use it for vocational education or whether they should use it for general education or whether they should use it for something else.

This Act is specifically designed to try to strengthen the whole system of occupational preparation. That is an earmarking in itself. Then the question is: How much within that do you work on set-asides which attempt to try to connect in this money with what are other major streams of funding, either local, state or Federal. I think that is where the set-aside is important.

Mr. **Grandy**. Well, Mr. Chairman, I see my time has expired. I won't belabor this. I just think that the whole concept of occupational education is a very fluid one right now and is being redefined as we sit in these hearings. It is not, perhaps, what it was when this act was originally conceived.

I hope that whatever legislation we write, accommodates that validity. Thank you, Mr. Chairman. I yield back.

Mr. **Perkins**. Thank you, Mr. Grandy.

Mr. Sawyer?

Mr. SAWYER. Thank you, Mr. Chairman. Let me just return Dr. Edmunds, to a point that you made in your written testimony, but in the interest of time, you skipped over it. I thought it raises an important point.

On page four of your testimony you suggested that we should encourage state and local education agencies to grant academic credit for those vocational educational courses into which core academic competencies have been successfully integrated, an important element.

I am always taken by how we expect kids to understand the importance, for example, of math when we treat it as the manipulation of calculation tools in solving set piece problems. I tell audiences that we ask them to deal with problems that begin—the train leaves New York at such and such a time going at so and so speed, and another train leaves Chicago—we don't even have trains leaving New York and Chicago at regular times.

How would you propose to measure the excess of the integration of competencies? Would it be by the evaluation of the course design or would you have some more qualifiable evaluative tool?

Dr. EDMUNDS. Well, I think you hit the key in your statement of competencies, and then the resulting application of those competencies. I think the thing we have forgotten all along is that what we know about people, we all learn in different rates and different levels. To press everyone in the same mold is utterly ridiculous.

We also have firm evidence that indicates that students can learn by the application of the facts that they acquire do learn more in-depth than they do in any other way. I think the point that we are reaching and is coming very slow is that there are vocational courses, and it is spelled out in the existing Perkins Act in numerous places that monies cannot be utilized in developing basic skills through the vocational offerings, and it ought to be encouraged more and more than it is.

The point being is that the evidence would indicate today that students learning basic skills through vocational courses are learning at a greater rate and much more in-depth than students taking watered down academic courses.

Therefore, I think it is contingent upon the educational system, then, to allow credit for these types of courses towards graduation. That is what we have to really come to grips with the point at this time, but once that breaks loose, then we are going to see, I think, increasing effort to integrate the basic skills all way through the vocational offerings.

Mr. SAWYER. So you would be willing to measure that based on test results? Is that what you are—not individual test results but aggregate?

Dr. EDMUNDS. Yes.

Mr. SAWYER. Let me ask one more question of Mr. Shugart. First of all, I am sorry I did not get a chance to read your entire testimony. It was a wonderful testimony, terrific. I don't know if anybody has touched on this, but what kinds of comments could you make about not so much the articulation between the two and two, but rather between the two and four, on the far end of the community college experience and how we can develop clearer protocols to achieve real continuity between two and four year institutions?

Mr. Shugart. I assume you mean two plus two plus two rather than two plus four. That is another math comment.

Mr. Sawyer. They are not necessarily equal, are they?

Mr. Shugart. No. There is, of course, in most states, I think, of profound concern about transferability of credits and I am in the middle of that in North Carolina and sit on the Joint Committee on College Transfer Students and our institutions have a point of view about that that is remarkably similar to the public school's point of view when the shoe is on the other foot. Our basic approach to that has been to reassert that the receiving institution has not only the right, but the obligation to make good decisions about the acceptance of credit in the connection of continuity.

We do not want people telling us at the two-year college level what we have to accept for credit. However, there are several mechanisms that need to be in place that are fairly rare around the country.

I don't think the best solutions are the broad based common course numbering systems, common catalogue kinds of problems. For the most part, continuity from a transfer program to a four-year degree program is not a difficult thing.

Where it is, it is because the receiving institution has the very difficult problem of sorting through fifty thousand applications for four thousand slots and they are exclusive of everybody. Where we feel the action needs to occur is on two levels. One is we need more intentionally designed connections like Bachelor of Engineering Technology programs and Bachelor of Technology programs, BSN completion programs in nursing, and so forth.

The second is we need to treat students intelligently, particularly our students because they are at the point in their lives, at an average age of thirty-one, they just don't put up with anything anymore. They don't stand in lines. They don't accept double talk.

The best way we found to do that is to make sure they get good information that is reliable and binding on the senior institution early in their decision to transfer. Where that has worked best for us is because the senior institution has an office of transfer students that is an internal advocate in that institution for treating transfer students in a proper way and helping them to deal with transfer shock and actually going out and marketing the senior institution to potential transfer students and on their behalf, helping negotiate the complex organization that a university is, to get the transfer judgments made.

The typical experience of a student is if you go to the office of admissions, they get one response with regard to transfer of credit because all they can really do is articulate what is written in the policy manual, but if you go to the department chairman of the department, then you get another answer.

What we find in that process is that confident, articulate, usually younger, usually white male students get away with doing that. Less confident, often minority, often female, often older students accept the discussion of the judgment of the admissions officer to go home and it is not equitable.

Mr. Perkins. Thank you, Mr. Sawyer. Mr. Smith?

Mr. **Smith**. Thank you, Mr. Chairman. I have a question for Dr. Edmunds and Mr. Ambach and Mr. Shugart, if you are interested in responding.

The observation I would make first as an old community college person who fought that battle from the bottom up, is that at some point—Mr. Grandy referred to the fire walls in the bill—at some point, some student who is an adult is going to sue the state system for restraint of trade. We are going to have a hell of a time beating them.

There are not only fire walls within this bill, Mr. Chairman, but there are fire walls throughout the field, and the field that I love, amongst institutions and sectors that have historically felt that in order to put their own best foot forward they need to compete successfully with someone else.

Often beyond ego or sense of professionalism, competition, frankly, goes on for money. The data that we heard earlier in the week, for my question, that was compelling to me and I need to ask a question that I asked earlier once again.

From my reading, the National Assessment of Vocational Education shows that whether it is because of or in spite of the set-asides, that given the effort that has been made that in fact performance has not moved that much.

In some sectors, for some student populations it has declined a little bit and for other student populations it has increased a little bit and for others it is flat. When we think about starting out to move the world a little bit, it doesn't seem to me that has happened.

I would like to build on what Mr. Sawyer and Mr. Grandy were saying in terms of the needs for flexibility and add another level in the question specifically.

My proposition would be not simply to the state, but the local school district level, and it would be that if you are not satisfied with the way, with the job that you are doing, and you are not satisfied with the regulatory limitations of the combination of Federal and state legislation and the regulations that come with that money, would you be interested in writing your own plan and to restructure your vocation program so that it commits to serve students better and has performance and accountability designed in it, but in return for which you would be free one, to make arrangements with other educational institutions, with other business organizations in your community and two, you would be free from the vast majority of Federal regulatory overload or work that comes not only from Federal, but we all know the state response on top.

So, in bluntest terms, it would be an optional approach, but it could only be exercised at the local level with the assistance of the state. Then if you like the way you are doing business go right on. If you like those set-asides, just go right on, but if you would like to do business differently and think you can do a better job helping kids go through school, and from school to work, and to work that they can in fact do well and be dignified by, if you think you can do that better and you will commit to a restructuring for higher performance, we will come to the table with a far more flexible design envelop and you can decide and be held accountable to what that design is.

How does that strike you gentlemen?

Dr. **Edmunds**. I think that Part B, Title II, which deals with excellence, and in my opinion this would come under the category of excellence, that it could be provided for with negotiations with the state as long as it still is in compliance with the regulations.

Basically what we have are minimum levels. The regulations provide minimal levels, but it certainly does not prohibit the schools from exceeding those levels.

Mr. **Smith**. I guess I failed totally in my question because I don't want to talk about Title B at all. I know something of the bill from my own direct experience and from reading I have done.

The problems that the rural vocational centers in Vermont deal with is they have got set-aside for dependent homemakers and they haven't got enough people to fill that one up, and they have got four slightly retarded adults who could get a job if they could be educated, and they can't figure out how to do it.

If you ask them how they do it, they say, "Easy, we break the law." You are laughing because it happens all over this country every day.

Mr. **Ambach**. You are speaking, Congressman, to the entire approach. Would there be or could there be alternatives between the two. I respond to that question very positively. Yes.

Indeed, what I hoped I was trying to get across, if you maintain, as we have argued, the provisions for set-aside, but if you also provide a certain flexibility where good case can be made that, in fact, the need to be served merits some alterations among those percentages, then that case ought to be honored and, in fact, the flexibility provided.

Couple that with the other part of our approach on the set-aside program of improvement, and that is, put the emphasis on the future growth in the program improvement money, but make certain that it is primarily directed toward the special populations.

Mr. **Smith**. Thank you, Mr. Chairman.

Mr. **Perkins**. Mrs. Lowey?

Mrs. **Lowey**. Thank you very much. It is indeed a pleasure to hear your testimony and welcome you here.

I am particularly interested in your comment about the Family Support Act and the connection, because of your expertise in New York. I would like for you to comment further on the Michigan experience. I just wonder why they are doing it better? What are the elements that exist in Michigan that are different from the elements in New York? How can we replicate them? What can we include in the legislation that would perhaps encourage other states to do it as well as Michigan? Is Michigan really so much better than New York? Now, I am putting you on the spot; aren't I?

Mr. **Ambach**. As the former commissioner for the State of New York——

Mrs. **Lowey**. I don't know if everyone is aware of that.

Mr. **Ambach**. May I invite you to ask that question to your colleague at your left? Congressman Owens and I could comment together.

You are referring to the experiments or the work that has been done in Learn Fair or Work Fair, the—I believe; am I correct?

Mrs. LOWEY. No, you just said previously that Michigan is doing it.

Mr. AMBACH. Oh, I see.

Mrs. LOWEY. According to what you said earlier, they are doing a good job. I was interested in what they are doing and how it could be replicated?

Mr. AMBACH. I was making reference, Congresswoman, to the testimony that came before mine. It was from the William Ford Technical Center. I was not trying to refer to an overall state system.

Mrs. LOWEY. I misunderstood that.

Mr. AMBACH. I was referring very specifically to the testimony that you had early in the morning about the way in which—and this was in response to a question by Congress Ford—the way in which that particular institution was taking funding from different sources, coupling it together with the vocational education fund, both for youth and for adults, and was managing to expand its capability of service to the community by way of including the use of these several funding sources. That is what I was referring to.

Now, I could cite you lots of examples in the State of New York, as well, where the same kind of thing happens. My reference to the Family Support Act of 1988, and the potential for including something in the reauthorization of the Vocational, Technical Education Act is that I think there is a very important opportunity right now to build upon the congressional and presidential interest in the application of education to bring independence to those who have formerly been dependent.

The Family Support Act is precisely correct in providing education and training for those who need that assistance to take themselves from dependency.

Now, what becomes a problem, often, and will be I am sure in the Family Support Act implementation, is how do you manage to provide the service of occupational preparation together with other services that that welfare client needs in order to bring skills and independence?

What I am suggesting is a cross-over piece in this act which would make specifically possible some funding that could be gained by a state or locality only if it had a plan in conjunction with the plan for the Family Support Act. It would make a new avenue of connection with the resources of the occupational preparation system.

I think there is a wonderful opportunity to bring into this act, not just the rhetoric that you have to have a joint sign-off, because you have to have a coordinated plan, but that you have to have or would have a certain source of funding that then is used only if it is connected with the Family Support Act.

Mrs. LOWEY. Are there any states doing that right now that we should look at as a model?

Mr. AMBACH. Well, the Family Support Act, of course is——

Mrs. LOWEY. No, I mean doing that kind of thing.

Mr. **Ambach**. That kind of thing with other resources? Oh, yes, indeed. In fact, in your native state, New York, connections with JPTA—connections with——

Mrs. **Lowey**. That is what I was referring to, but I think certainly JPTA has been focussing on that. It has been doing it in some places rather well, and in some places, depending on the PIC, not as well.

Mr. **Ambach**. I am sure that I could contact former colleagues in New York and may certain that they provided you with a full battery of information about those connections.

Mrs. **Lowey**. That would be very helpful because with my education advisory committee that I have set up, we are trying to reach out to the BOCES, New York's regional vocational schools, and the people at the various community colleges and see how we can provide that support and assistance.

We found, as you well know, that the numbers of minorities dropping out of the community college are growing. So often, they are single parents with children. It is often because they don't have that economic support to sustain their studies in school that they are dropping out.

I do feel what you are saying is critical, and I would be appreciative of any information or any other people that you can refer to me.

Thank you very much.

Mr. **Perkins**. Mr. Owens?

Mr. **Owens**. Thank you very much. I just want to make a comment first on a comment that was made by Mr. Grandy, I think. He said that the fact that money was returned unspent related to the set-asides. It was an indication of the fact that we should jettison the program.

I think it is an indication of hostility toward the program and we should redouble our efforts to see that they are implemented. In addition to my comment, I have two broad questions.

One is: Gentlemen, can we learn anything from the United States Armed Forces in terms of training? Can the vocational training in our schools learn anything from the Armed Forces?

Second, are there any experiences in other countries that we might learn from? What about Japan and Germany or Korea?

Mr. **Shugart**. I would like to comment on the second question, the one about other countries. I do this on the basis of being directly involved in industry headhunting, particularly in western Europe and Japan.

There are two things I have noticed that make a profound difference in their productivity that we can learn from. One is by a matter of state policy, state with a small "s", there is an expectation that industry return to the worker and to the citizenry as a whole an improved skill base.

They do that in several ways in different countries, in different countries, but for example in England——

Mr. **Owens**. But industry does it, not schools.

Mr. **Shugart**. Yes. There is an expectation there that that occur. That occurs often in conjunction with an educational institution, but they make, they force essentially, industry as a full partner in that in the interest of the community.

England, for example, established what essentially amounted to an education tax. Although it did not operate that way, it was a sort of a credit checking account against their tax liability for training efforts.

We could do lots of things with tax credits toward investments for human resources in this country with and without the assistance of educational institutions.

The second thing I have noticed in that work is that in the most productive companies and the most productive economies, they found a way to essentially eliminate the high school drop out problem. Some of the solutions we don't like, would be very unsavory, particularly in our culture.

The expectation of a very high level of basic literacy exists in the culture and particularly in the business climate. For example, in Japan for years they have kept the drop out rate under two percent. I bring that up because until we have that kind of an ethic and expectation again in the private sector, whether it is in force as a matter of state policy or what, we are not going to solve what is the soft underbelly of our economy and that is basic skills.

We all know the figures. The only way we are going to connect with those under-educated, even the basic skill level adults, is through industry with workplace literacy and those sorts of things.

There, again, you have an ethic policy, an expectation that connects the private sector directly with the education and training organizations. That, I think, we can learn from.

Mr. **Owens**. Anyone else?

Mr. **Ambach**. Yes, please.

Congressman Owens question about what we can learn from the military or the Armed Forces, at least these three things: The amount of research and development which goes on the Armed Forces related to education and training is enormous compared with the amount of research and development that goes on otherwise Federally funded for education.

We have to find better and better ways to tap into that. There is a very important, but all too often, untapped pool. That is the R&D function which is going on. Of course, it is very directly job oriented, if you will, and it is very important by way of what carries over in skills to a civilian workforce at a later time.

The second is in their assessment system by way of determining what are the qualifications of persons for purposes of placement in occupations. It is probably as well a system that exists for doing that.

The third thing we can learn from the Armed Forces is that if you can provide a very healthy package of education, as a benefit of having served in the Armed Forces, that brings people into the Armed Forces.

What this lesson is, is that if you can provide a substantial student aid program for purposes of collegiate level training, that will attract people to go into the college level or to get their training at that level.

Mr. **Owens**. Is there any other comment? Thank you very much, Mr. Chairman.

Mr. **Perkins**. Thank you, Mr. Owens.

I want to thank the panel for giving their insights, and thank them for their time to come and join us today.

I guess at this juncture, the committee stands adjourned. Thank you very much.

[Whereupon, at 12:35 p.m. the subcommittee was adjourned.]

HEARING ON H.R. 7, A BILL TO EXTEND THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

TUESDAY, MARCH 21, 1989

House of Representatives,
Subcommittee on Elementary, Secondary and
Vocational Education,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:10 a.m., in Room 2175, Rayburn House Office Building, Hon. Augustus F. Hawkins [Chairman] presiding.

Members present: Representatives Ford, Kildee, Martinez, Perkins, Hayes, Sawyer, Owens, Payne, Lowey, Poshard, Rahall, Goodling, Fawell, Grandy, Smith, and Gunderson.

Staff present: John Jennings, counsel; Diane Stark, legislative specialist; Beverly Griffin, research assistant; and Jo-Marie St. Martin, counsel.

Chairman Hawkins. The Subcommittee on Elementary, Secondary, and Vocational Education is called to order.

The chair is happy to announce this morning that we have with us Secretary of Education returning to the committee. At this time, we will ask Mr. Secretary, that you identify those who are seated at the witness table with you.

Mr. Goodling who is absent elsewhere on official business is expected at any moment, Mr. Secretary. Mr. Goodling had wanted to be here to introduce you and present you to the committee, but inasmuch as you are an old visitor now, I think it perhaps is unnecessary.

We are delighted to have you and we look forward to your testimony. At this time, we will recognize you and ask you to identify those at the witness table who have accompanied you and present your prepared statement.

May I indicate that if you wish to have the statement entered in its entirety and recorded, it will be so entered and you may then address the highlights of your statement as you see fit. Mr. Secretary.

STATEMENT OF LAURO F. CAVAZOS, SECRETARY OF U.S. DEPARTMENT OF EDUCATION

Secretary Cavazos. Thank you, Mr. Chairman. May I proceed? I am pleased to be here today to testify on the reauthorization of the Carl D. Perkins Vocational Educational Act.

With me today on my left is Bonnie Guiton, the Department's Assistant Secretary for Vocational and Adult Education and Charles Kolb, on my right, our Deputy Under Secretary for Planning, Budget and Evaluation.

Mr. Chairman, I would like to read the statement and then enter it into the record.

Chairman HAWKINS. Without objection, it is so ordered.

Secretary CAVAZOS. Thank you, sir. I want to thank you for the opportunity to testify on this important matter. The Perkins Act reauthorization is one of the critical educational issues facing the 101st Congress, and the Department has a major interest in being a part of that process.

We consider this an area of the highest priority because of the importance of vocational education to the rejuvenation of American education, to the educational aspirations of the poor, the disabled, and other "at-risk" populations, and to the future competitiveness of American industry. On a personal note, let me say that I am a strong supporter of vocational education programs and believe that we should do all that we can to assist them.

I might add here that, perhaps, maybe we ought to start thinking about vocational education as vocational, technical education which might be a better term to indicate the very competitive technical aspect that we are starting to see emerge, and I think a very positive aspect, in terms of vocational education.

Early last summer, the Department began a laborious effort to review the Perkins Act and to determine what changes should be made through the reauthorization. We have consulted widely, soliciting advice from every member of Congress and from the public, through a notice in the Federal Register.

We have met with representatives of virtually every national association with an interest in vocational education. Because the Perkins Act and the Job Training Partnership Act are complementary vehicles for improving work force preparation, we have also had frequent communication with the Department of Labor during the development of our proposals.

We have conducted a careful review of operations under the current Act and of the findings of the major studies and evaluations, including the interim reports of the National Assessment of Vocational Education.

Our objective in all of this process has been to make the Federal statute the best possible mechanism for ensuring educational excellence and equal opportunity in vocational education.

We are now in the final stages of drafting our bill. I anticipate sending this proposal to the Congress within the next few weeks, after review within the administration is completed, but I can share with you the major themes and policies that will be enunciated in our proposal, and hope that you will give our ideas serious consideration when the subcommittee begins to craft its own bill.

Federal support for vocational education, as it has evolved over the decades, focuses on two objectives, educational equity and program improvement. In the area of educational equity, the Perkins Act encourages broader opportunities for the handicapped, the disadvantaged, the limited English proficient, women, and other groups with special needs.

Funds for program improvement make it possible for states to develop programs in areas of merging labor market demands, and keeping their programs technologically current. For the reauthorization, the Department proposes to maintain both these components of the Federal role, while making improvements in the Act that will make it more likely for those important Federal objectives to be achieved. The following themes are means of achieving this goal.

Our first major theme is accountability for results. We believe that states should hold local programs accountable for program quality and student achievement. Toward this end, our bill would require states to develop performance standards related to students' improvement in basic skills, students' success in the labor market, and any other areas to which the states determine are appropriate to apply these standards in making decisions about which programs to fund.

This requirement would be a major improvement over current law, which requires states to develop measures of program effectiveness, but gives very little guidance on the kinds of measures states should develop or how those measures should be used.

The second major theme of our reauthorization bill will be program simplification and enhanced flexibility. In our discussions with program administrators at all levels, we have learned of their frustration with the multiple funding set-asides, "hold-harmless" requirements, and categorical authorizations in the current Act.

We believe that these constraints impede the ability of state and local administrators to fashion and support activities responsive to state and local needs. Quite simply, the mix of activities needing Federal support in one location will not always be the same as the activities appropriate for support in other communities.

We will propose elimination of most of the funding set-asides of separate categorical authorities in current law, including, after much thought, the individual set-asides for "special needs" populations under Title II-A, the vocational education opportunities program.

Our bill will retain the requirement that 57 percent of the basic grant funds be allocated to programs and activities for these special populations. However, in place of the individual set-asides within the 57 percent total, we propose that each state, in its state plan, thoroughly assess the needs of each of the special population groups, determine the extent to which each group should be served with either Federal or non-Federal funds, or a combination of the two, and ensure that funds are targeted according to the relative severity of needs.

We believe that the needs of the special populations are more likely to be met through a thorough and open planning process than through the operation of rigid and inflexible set- asides.

Under the theme of program improvement, our bill would consolidate the 26 activities currently authorized under Title II-B, the vocational education improvement authority, into three broad activities—the professional development of teachers, counselors, and administrators; acquisition of instructional equipment and materials needed for program improvement and expansion; and curriculum development, dissemination, and pilot-testing—all activities more closely linked to improvement of programs.

This change should ensure that Federal funds are used, as intended, for improvement, expansion, and program innovation rather than maintenance of on-going vocational programs. Further, our bill would replace the current Title IV, national programs, which is a complex and often conflicting mix of mandated and other activities, with a simpler authority for research, demonstrations, data systems, a simplified Bilingual Vocational Training Program, and new activities in the area of educational personnel development.

This change will ensure the national programs funds can be directed annually at emerging needs and priorities. The structure of the current Title IV is clearly inadequate for that purpose.

The final theme I will discuss today is vocational education for economic development. Because it provides the job market skills needed by students seeking to enter the labor market and by workers at all stages of their careers, vocational education is particularly suited, among programs in the Department, to aiding economic growth and providing trained workers to fill the jobs of the future.

Our bill will include new provisions to ensure that the Perkins Act funds are directly linked to local and state economic development. We propose requiring states to put into place a process to ensure that any funds expended by local recipients for occupationally specific training will be used only to train students for occupations in which job openings are not only projected, but are not likely to be filled without the establishment or continuation of public vocational education programs.

This new requirement would ensure that Perkins Act funds are not used for outmoded or duplicative programs. We will propose shifting from the state legislature to the governor the authority to review the state plans to ensure that vocational education programs are coordinated with the overall economic, educational and job training strategy for the state.

Finally, we will propose a number of changes to ensure that vocational education programs are operated in close coordination with activities funded under the Job Training Partnership Program.

Mr. Chairman, this concludes my testimony. My colleagues and I will be happy to take your questions.

[The prepared statement of Lauro F. Cavazos follows:]

Statement of
Lauro F. Cavazos, Secretary of Education
Before the
Subcommittee on Elementary, Secondary, and Vocational Education
House Committee on Education and Labor

March 21, 1989

Secretary Cavazos is accompanied by

Bonnie F. Guiton

Assistant Secretary for Vocational and Adult Education

and

Charles E.M. Kolb

Deputy Under Secretary for Planning, Budget and Evaluation

DEPARTMENT OF EDUCATION

Statement of

Lauro F. Cavazos, Secretary of Education

Before the

Subcommittee on Elementary, Secondary, and Vocational Education

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March 21, 1989

Mr. Chairman and Members of the Subcommittee:

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Early last summer, the Department began a laborious effort to review the Perkins Act and to determine what changes should be made through the reauthorization. We have consulted widely, soliciting advice from every Member of Congress and from the public, through a notice in the Federal Register. We have met with representatives of virtually every national association with an interest in vocational education. Because the Perkins Act and the Job Training Partnership Act are complementary vehicles for improving workforce preparation, we have also had frequent communication with the Department of Labor during the development of our proposals. And we have conducted a careful review of operations under the current Act and of the findings of the major studies and evaluations, including the interim reports of the National Assessment of Vocational Education. Our objective in all of this process has been to make the Federal statute the best possible mechanism for ensuring educational excellence and equal opportunity in vocational education.

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English proficient, women, and other groups with special needs. Funds for program improvement make it possible for States to develop programs in areas of emerging labor market demand and to keep their programs technologically current. For the reauthorization, the Department proposes to maintain both of these components of the Federal role, while making improvements in the Act that will make it more likely for these important Federal objectives to be achieved. The following themes are means of achieving this goal.

Our first major theme is accountability for results. We believe that States should hold local programs accountable for program quality and student achievement. Toward this end, our bill would require States to develop performance standards related to students' improvement in basic skills, students' success in the labor market, and any other areas the States determine are appropriate and to apply these standards in making decisions about which programs to fund. This requirement would be a major improvement over current law, which requires States to develop measures of program effectiveness, but gives very little guidance on the kinds of measures States should develop or how these measures should be used.

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Under the theme of program improvement, our bill would consolidate the 26 activities currently authorized under Title II-B, the vocational education improvement authority, into three broad activities--(1) professional development of teachers, counselors, and administrators; (2) acquisition of instructional equipment and materials needed for program improvement or expansion; and (3) curriculum development, dissemination, and pilot-testing--all activities more closely linked to improvement of programs. This change should ensure that Federal funds are used, as intended, for improvement, expansion, and program innovation rather than maintenance of on-going vocational programs. Further, our bill would replace the current Title IV, National Programs, which is a complex and often conflicting mix of mandated and other activities, with a simpler authority for research, demonstrations, data systems, a simplified Bilingual Vocational Training program, and new activities in the area of educational personnel development. This change will ensure that National Programs funds can be directed annually at emerging needs and priorities; the structure of the current Title IV is clearly inadequate for that purpose.

The final theme that I will discuss today is vocational education for economic development. Because it provides the job skills needed by students seeking to enter the labor market and by workers at all stages of their careers, vocational education is particularly suited, among programs in the Department, to aiding economic growth and providing trained workers to fill the jobs of the future. Our bill will include new provisions to ensure that Perkins Act funds are directly linked to local and State economic development. We propose requiring States to put into place a process to ensure that any funds expended by local recipients for occupationally specific training will be used only to train students for occupations in which job openings are not only projected but are not likely to be filled without the establishment or continuation of public vocational education programs. This new requirement would ensure that Perkins Act funds are not used for outmoded or duplicative programs. We will propose shifting from the State legislature to the Governor the authority to review the State plans to ensure that vocational education programs are coordinated with the overall economic, educational, and job training strategy of the State. Finally, we will propose a number of changes to ensure that vocational education programs are operated in close coordination with activities funded under the Job Training Partnership Act.

Mr. Chairman, this concludes my testimony. My colleagues and I will now be happy to take your questions.

Chairman HAWKINS. Thank you, Mr. Secretary. As I promised, Mr. Goodling is here and at this time, the chair will first yield to Mr. Goodling who may have some remarks of general nature. Thank you. Mr. Goodling.

Mr. GOODLING. I just want to apologize, Mr. Secretary, for not being here to greet you, but your boss had me on the telephone and, therefore, I could not break away. We are happy to have you before us.

Secretary CAVAZOS. Thank you very much, Mr. Congressman.

Chairman HAWKINS. Mr. Secretary, as you know, the administration has called for an outlay freeze of the fiscal year 1990, domestic discretionary spending. I would like to ask you, what is the administration's budget request for vocational education?

What effect would the outlay freeze have on this request?

Secretary CAVAZOS. I will make a general comment about that, if I may, Mr. Chairman, then I will ask Mr. Kolb to follow-up that part.

Our request for these programs is $949.4 million. That is an increase of $31 million from this year, where we are at $918.4 million. These funds are discretionary funds and are part of the flexible freeze.

I wonder, Mr. Kolb, if you would like to expand a little on that.

Mr. KOLB. Yes, Mr. Chairman. The Department's proposal or budget request for vocational education is the request that was submitted by President Reagan on January 9 and as you know, the process that in now ongoing is one which involves negotiation between the executive and legislative branches.

This portion of our budget is part of the discretionary part of a $136 billion, so that, of course, is on the table subject to negotiation, but given the high priority that President Bush has placed on education, we are confident that our programs in general will fair well, but our request at this point is, as the Secretary said, a $30 million increase over last year.

Chairman HAWKINS. Does that cover the inflation rate or is it slightly below an inflationary increase? I would calculate just offhand that it is much less.

Mr. KOLB. It is about a 3.4 percent increase.

Chairman HAWKINS. Three point four percent minus inflation or including inflation?

Mr. KOLB. No, it is about a 3.4 percent increase——

Chairman HAWKINS. Overall?

Mr. KOLB. Yes, sir.

Chairman HAWKINS. So, out of four percent inflation rate, it will be less than last year then. It will be an actual cut in terms of current services, would it not?

Mr. KOLB. If you approach it from the perspective of current services, yes, 3.4 percent would be less than four percent if that was the rate of inflation last year.

Chairman HAWKINS. Mr. Secretary, in the past few weeks, this committee has heard from various organizations and individuals, many of the groups including the American Vocational Association, the General Accounting Office and other groups have been very critical of the administration of the department's handling of vocational education.

I think that most of the criticisms relate to a period of time prior to when you became Secretary of Education. Are you aware of these criticisms and, if so, have you any plan to respond to them or to improve the Department's administration of vocational education?

Secretary CAVAZOS. First of all, Mr. Chairman, I really believe and I know we will listen any time there are criticisms or concerns about how programs are administered, and we will look at that.

In part, our planning here to reserve the 57 percent for special populations coming under a categorical large group, addresses some, perhaps, of the managerial aspects of the program's problems.

I think that in the Department under Dr. Guiton, we have made a lot of progress in addressing some of the issues that you have talked about. I wonder if you would expand on that, please.

Ms. GUITON. Certainly. Mr. Chairman, we have done a number of things. We have been certainly conscious of the criticisms, some of the criticism that we have heard. We have reorganized, first and foremost, the Division of Vocational-Technical Education under Dr. Winfred Warnat in response to the concerns that we have heard from the states throughout the country.

By doing that, we have made the organization more responsive to coordination with postsecondary education because that was one of the criticisms. Another area that we have strengthend is technical support. We are holding regional meetings beginning next month throughout the country to respond to the state's requirement for technical support as it relates to the administration of the bill.

We have, I think, had a very positive response from all of the states. We have presented our reorganization plan. We have given our team members new responsibilities as they relate to the new meaning and role of vocational-technical education in the new fields out there.

We have gotten very positive response from the states, so I believe that we are well on our way to providing better service.

Secretary CAVAZOS. I would like to add, Mr. Chairman, that we certainly will monitor that during the coming year to make sure that our plans fall into place and that we are meeting those concerns. I would ask that any time there are concerns, we really would like to know about them early on.

Ms. GUITON. Oh, may I add one other thing? We are pleased that Dr. Cavazos has been a very strong supporter of vocational technical education and believes in quality vo-tech programs. I think that if you go back to members of the field and ask the difference of the tone that they would be very satisfied.

Chairman HAWKINS. Thank you, Mr. Secretary. Mr. Goodling?

Mr. GOODLING. I would like to yield to Mr. Fawell.

Chairman HAWKINS. Mr. Fawell.

Mr. FAWELL. I thank you, Mr. Chairman. Dr. Cavazos, I reviewed a very interesting article in the Congressional Quarterly that took a good hard look at vocational education training.

I realize that $900 million per year is not an avalanche of money that allows you to accomplish every one of your objectives. For example, accountability of results is easy to say but perhaps difficult to put into practice.

What kinds of accountability measures would you recommend to determine the degree of success in the placement of the trainee?

Secretary CAVAZOS. Well, I certainly think one of the most important things we must have in our bill is this whole issue of accountability, because we must have assurances from the states that they will develop effective measures for the programs. However, in the past, apparently, we have given little guidance in that direction.

It is our intent to give a lot of guidance in this, to develop standards and ask each state to determine specific criteria that they will use relative to measuring the success of their programs.

Here you get into the issue of how many students complete, for example, the program itself. How do you stop students from dropping out? How many people go on into jobs as they complete these programs that are available? How many of them go on to other kinds of education, for example?

We can put some quantitative numbers into that, I think, that will help us more than in the past. And I think that this is an area that perhaps, Dr. Guiton, you might want to talk a little bit about accountability.

Ms. GUITON. I might add, Mr. Fawell, that the most successful programs that I have visited throughout the country are the ones that imposed accountability on themselves. They want to know that their programs are effective.

They want to know that the students are taking advantage of the training that they received and that they are successful completers. In fact, many of the programs that I have visited do follow students for six months to a year and some of them as much as five years.

We believe that this same kind of accountability should be required of all programs that are supposedly providing these services to students and we would like to see them try it. We think the states want to know that the funds that they are putting into these programs are being effectively used.

So, I think that certainly proven programs already view accountability as one of their responsibilities. We would like to ensure that it is universal.

Mr. FAWELL. That is an area that I will be interested in following. I know it is difficult to really implement useable and accurate accountability measures.

Just a little constructive criticism that I passed along from last year's discussion on the Job Training Placement Act. There was a great deal of criticism that there was a lot of job placement, but the trainees did not last very long. Another criticism was that the programs perhaps were picking the easiest persons to place, and other concerns of this sort. The ability to address some of these concerns is so very crucial in securing the general support for vocational education.

Dr. Cavazos, you made reference to the fact you have proposed a number of changes to ensure that vocational education programs are operated in close coordination with the activities funded under the Job Training Partnership Act. Could you just elucidate a bit on that?

Secretary CAVAZOS. Yes, I certainly would be pleased to, Mr. Congressman. We have been very much involved already with the Department of Labor in discussing how we could coordinate the vocational, technical aspect of our programs and how we provide that as a piece of the job training program.

As a matter of fact, I had a rather brief conversation yesterday with Secretary Dole and I will be setting up other meetings to address these very issues. I think that the best way that we can expand the dollars we have available is for us, at the Cabinet level, to work together to make sure that our senior people understand there is going to be close coordination between all of our programs.

So, what we have been doing, we have opened those discussions up at the Secretary's level and it is our plan that our senior people will be meeting weekly to address those issues. Now, the Secretaries probably will not be able to get together weekly on it, but we will understand that we will be working together to address these issues.

So, I think that there is good coordination there. We have been working together. Do you have additional comments you might want to make on that?

Ms. **Guiton**. Well, I will add that the governors do have the authority to merge the state's council under the Perkins Act with the JTPA council. We are recommending the close working relationship of these councils. Also, we are proposing a requirement that local applications for funding under the Act contain a description of how the applicant intends to cooperate and coordinate with the local private industry council.

We have also recommended a requirement that the limited English proficient program would be closely coordinated with related programs under JTPA and finally, a requirement that the Department in providing guidance or promulgating the regulations for voc ed performance standards consult with the Department of Labor to ensure that vocational education and JTPA standards are consistent wherever it is possible.

Chairman **Hawkins**. Mr. Fawell, we——

Mr. **Fawell**. Yes, my time has ended, but I simply want to say, Dr. Cavazos, I have been very much impressed with your comments both today and during the other opportunities I have had to meet with you and your staff. I appreciate your testimony.

Secretary **Cavazos**. Thank you very much, Mr. Congressman.

Chairman **Hawkins**. Thank you, Mr. Fawell. Mr. Ford?

Mr. **Ford**. Thank you, Mr. Chairman. I am very happy to see you here today, Mr. Secretary, and very greatly relieved to have you here because this is the first positive and supportive testimony, although I will take issue with some of it, that we have had in years from the Secretary of Education.

The most positive thing he was able to come up with was recommending that we just zero it out and there was never any discussion beyond that point. It appears to me that in the short time you have had to be over there, you are taking a much different approach to what we should be doing to get effective use out of the limited funds that we have in these programs and for that, I commend you and commit myself, as others will on both sides of the aisle of this committee, to work with you toward that end.

There are a couple of things that I find a little bothersome, however. On page three, you say our first major theme is accountability for results. That sounds good, but you go on to justify what appears to be a Federally designed methodology for determining the success of vocational training.

Then, you say this requirement will be a major improvement over current law which requires states to develop measures of program effectiveness, but gives very little guidance in the kinds of measures. Now, Mr. Secretary, sometimes when you find that we write legislation here on this committee and give very little guidance to local people, that that is deliberate, that we think that they are better able to do it than we are and so we avoid trying to construct a model for the whole country because in a few years here you discover that this country is even more diverse and becomes more and more diverse everyday.

We had testimony last week, I believe it was, from Mr. Feuer of the Office of Technology Assessment, a group of people who normally like the idea of testing people for everything, but they came to the conclusion that while they thought we ought to do something like this, they did not know how to do it.

I think that that is what has happened here many times over the years that I have worked with this legislation, that people get the idea it would be kind of nice if we could compare one state with another, one part of a state with another, but how do you do it?

I think that is the reason why what you see as a witness in the bill is really intentionally in the bill to say to the states in very general terms, "try to figure out some way to measure program effectiveness, but do it the way it makes sense in Kentucky or New York or California or Texas and not the way it makes sense for the consensus makeup of this or the Senate committee."

Now, when you put that together with what you have on page five about vocational education for economic development, it looks to me like you are trying to narrow the focus of vocational education.

Your bill will include new provisions to ensure that Perkins Act funds are directly linked to local and state economic development. You propose requiring states to put in a place a process to ensure that any funds expended by local recipients for occupationally specific training to be used only to train students for occupations which job openings are not only projected, but are likely to be filled without the establishment or continuation of public vocational education programs.

Now, what, then, would you leave for the people in Appalachia to teach in their vocational programs? What jobs do you imagine would be presently available or in Northern Michigan where unemployment runs as high as 40 percent in some counties and it is not temporarily, it is chronic?

People up there do not train for a job in the Upper Peninsula. They get their training and then get on a bus and head South to find a place to get a job with it. Again, I have brought up here many times the problem we had with an outstanding vocational school in my area that contracted with a major corporation to train people to a specific level of competence with an assurance that if they certified them to be trained to that level of competence, they would be hired into their training program only to discover that that company did not have any job openings in my state.

The job openings were in two adjoining states; actually, one adjoining state and a state adjoining that. That upset some people in Michigan who took the same attitude that seems to be in your paper here, that our job was to train people for the local businesses and not to be training people for jobs where they existed.

Now, that is pretty hard for me to take when I have to look at young people in what used to be called the Arsenal of Democracy and tell them that the kind of jobs that were available in major industries for their parents do not exist any longer, that their parent's job has been replaced with robots.

It would be a lie to tell them that we were preparing them for future employment if we limited vocational training to the locally available jobs. In Mr. Kildee's district where General Motors is shutting the whole city of Flint down, we are going to be flooded with people with plenty of work experience, plenty of job skills and all the rest of it and the people coming through our vocational program will be bumping into them.

The chances of them finding with a high school vocational training certificate in their hand a good job in a place like Flint are not very great. They might find something between Flint and Detroit, but they are not going to find it in the city.

Now, Mr. Kildee may not agree with that. I should not be picking on his area, but I am worried. Do you really mean what you are suggesting that there ought to be a limitation on specific skills being taught that relates to what the needs of the local area is or even the state?

Secretary CAVAZOS. I think certainly—first of all, I agree with what you have been saying. We share the same concern, to make sure that the people that are going to be prepared can move ahead if the jobs are available.

That is why I have also been an advocate time and time again to make sure that we have the basic skills component of vocational technical education in there so that people are well prepared and the second part that I have talked about quite often is flexibility.

In other words, prepare these people so that if certainly an industry closes down or change comes about, that they can move into these different directions because we have already given them good basic education.

What I remain concerned about is where there are these skill gaps and there is this demand, modern technology is what they are going to be needing in terms of the workers of today in order for the workers to prosper and keep this nation competitive.

That is why we continue to insist that students must acquire both solid academic skills, permit this flexibility we have been talking about as well as the applied vocational skills. I think that that certainly is one piece of it that we need to have.

I would urge, though, that the states as they enter into these things, be very flexible about the requirements, be realistic about it and try to project as to what would happen there because I agree, it would be a terrible shame if these people were prepared to do one thing and they come out and there is nothing there for them to do.

I think that that is a part of this issue we talked about briefly on accountability that if you take the requirements back to the states to be accountable for these programs and you find ways of presenting them and we will work with them, to try to give them the technical guidance that will help them to arrive at accountability, then maybe we will not have that problem there.

I would like you to continue a little discussion——

Mr. **Ford**. Mr. Secretary, I have a limited time. I would like to ask you——

Chairman **Hawkins**. Mr. Ford, I am sorry, but I think we have been a little——

Mr. **Ford**. I just want to ask him to send us two lists——

Chairman **Hawkins**. We have been liberal in giving the members ten minutes so far. I am afraid we are not going to be able to complete the hearing if we—could you be brief and——

Mr. **Ford**. I would just like you to submit, not now, but before we finish the hearings, if possible, a model of what you are talking about in this measuring of effectiveness of the programs and second, ask you to take a look at H.R. 22 which I have proposed to add to this bill at some stage and give us your comments, the benefit of your thinking. That is the two plus two——

Secretary **Cavazos**. That is two plus two, the tech prep. I would be glad to do that.

Mr. **Ford**. Thank you.

Chairman **Hawkins**. Thank you.

Ms. **Guiton**. Okay, I will respond as the Secretary asked me to, if I may?

Chairman **Hawkins**. Yes, you may.

Ms. **Guiton**. Mr. Ford, I would like to emphasize the whole initiative of flexibility. Hopefully, we did not suggest that there would be a very narrow definition of the law, but rather, that economic development is a component of vocational, technical education.

What we would hope would happen within the states is that they would consider the reality of their situation and balance that with their educational direction. I have visited your state and I have certainly visited with the managers from General Motors as well as the unions to learn how they have begun to address the needs of retooling many of their employees.

I visited our Johnstown project where the steel mills and the coal mines have declined. A whole new service industry has moved in and there is re-training of individuals there.

I find that some of the programs such as in Oklahoma City where they do link vocational technical education with economic development are working quite well, They are very aggressively going to businesses that are considering moving into their state or into their regions, finding out what their training requirements are and developing proposals or developing curriculum around those requirements.

I have seen programs in other parts of the country that are responding to economic development in that same way. What we would hope for vocational technical education students is that they have the choices to be able to work in their own area, to work outside of the area, that they be given the same choices as those who are normally going through a so-called academic track, and that they have solid basic skills and the flexibility that allows them to maximize career opportunities.

We would hope that it would not be a narrow interpretation. I visited programs with the two plus two and the tech prep and have seen very successful programs taking place. Interestingly enough, they are taking place without our intervention. In fact, it may be in spite of us and so, I am delighted to see that.

I commend you on your bill. I think it has a great deal of merit. Economic development is happening through vocational-technical education and we certainly promote that kind of activity.

Chairman HAWKINS. Before calling on the next member, may I remind you, Mr. Secretary, it is constructive notice to the public as well, that the subcommittee markup on the vocational education bill is slated for April the 12th, so I hope that you will keep that in mind. We obviously would appreciate having any proposal that you may have to bring before the committee before that particular time.

Secretary CAVAZOS. Thank you, Mr. Chairman. We are aware of that date and we will be there ahead of time, as far as I am concerned, with our proposal. Thank you.

Chairman HAWKINS. Mr. Grandy?

Mr. GRANDY. Thank you, Mr. Chairman. Mr. Secretary, welcome back and thank you for your continuing response and receptiveness to this committee.

It is particularly helpful right now in our new administration to new members on the committee and with obviously some new ideas for reauthorizing vocational education, one of which I am delighted to see and, obviously, we have been listening to a lot of the same voices when you talk about increased flexibility in the management and maintenance of the set-asides, the 57 percent.

Referring to page four of your testimony, I just want to have you talk me through this a little bit more in detail because I want to make sure I understand what your proposal is.

Do I understand you to say that rather than, in a sense, require the existing demarcation, 22 percent disadvantage, 10 percent handicapped and so forth, you are allowing the states to set any percentages they consider to be the best response to their particular vocational plan for the state?

Secretary CAVAZOS. That is correct, sir. But at the same time, they must keep those same categories in mind, the disadvantaged and all of the other different groups that they are to serve, and as a piece of the accountability we have already talked about, be accountable to make sure that those people are being served.

We are trying to remove the big constraint that said you must spend exactly this percentage on that part because the states are going to vary, as has been pointed out.

Mr. GRANDY. Well, that is laudable, Mr. Secretary. I am delighted to see that. Excuse me if I am almost asking for some remedial education in this because this has been such a big deal out in my area, trying to comply with these Federal standards. I want to make sure I understand how you are changing this concept.

Are states required—for example right now we have six categories, as you know—are they required to find some percentage under the administration bill for every one of those six or could they, for example, blend together adults and single parents in a program that they would apply to the Department of Education for?

Secretary CAVAZOS. They could be blended in any way as long as they meet the general requirements that all of those populations that we have mentioned in that 57 percent are served in some way.

The major thrust here is, of course, the variation that we have between the states. Some states have more need for one piece of it than others, and what we are trying to do is give them the flexibility and also the accountability to make the decisions about how to spend that bulk sum of money.

We are going to hold them accountable for it. We are not going to say, "Here are a bunch of dollars, now you spend them anyway you want."

Mr. GRANDY. That is my next question. How do you under the new system, under your proposed system, hold an individual state accountable towards meeting their agreed upon percentiles?

Secretary CAVAZOS. Well, certainly, the best way that you do that is you ask them early on before you put all of this into play. You say, what is your plan for assuring that these populations are served? We want to see a state plan before we sit down and approve all of this. And then, of course, we are going to be monitoring that plan through the end of the grant.

So, I think that by receiving the plan early on, we can review it within the Department and make sure that no one is dropped out of the system. But again, very frankly, I hope that we can do more and more.

Mr. GRANDY. Well, I appreciate that and I laud you for making that change, Mr. Secretary. Just to take this one step further, under your proposal, a state, I assume in consultation with its individual vocational institutions, agrees to a percentile arrangement with the Federal government?

Secretary CAVAZOS. Yes, sir.

Mr. GRANDY. Then, every local institution is obligated to follow that state plan proportionally, is that correct?

Secretary CAVAZOS. That is my understanding of the way that this proposal is framed. Of course, we expect that the state leaders are going to be consulting with the local needs, for example, so that the plan will reflect local needs.

The main thing that we are trying to open up here, Congressman, is the dialogue between the Federal government, the state leadership, as well as the local area. This is a goal that we want to move toward in developing a state plan. And if they sign off on it, we expect it to be delivered.

If we sign off on it, we are going to deliver our piece of it.

Mr. GRANDY. So, it is conceivable under a state plan, they can make an arrangement with their vocational institutions within the plan for a certain amount of flexibility within their own state boundaries, as long as they deliver the percentiles to you?

Secretary CAVAZOS. That would be correct.

Mr. GRANDY. Good, I am glad to hear that. Let me ask you just a couple more things. Do you in your proposal have any kind of demarcation for funds postsecondary versus secondary, the American Vocational Association requested before this committee and in written proposals twenty-five percent secondary, twenty-five post-secondary; you do not do that, do you?

Secretary **Cavazos**. No, we do not.

Mr. **Grandy**. Finally, one of the things that has come up in my private conversations with vocational administrators is the definition of vocational education, has been somewhat circumscribed for some of these deliverers now in that they do not feel that under the present technical definition they can deliver services to some of those populations that will be addressed under, let's say, the welfare reformat.

In other words, they are not in an ongoing program, but they will need vocational training. Are you looking at any kind of changes in the definition of vocational education to allow to some of these populations to be served by Perkins Act money?

Secretary **Cavazos**. We believe that this bill will address that definition. We have to work, of course, with the Department of Labor, so that we can address the needs of those populations. So I am very confident that we can solve these problems.

You are so correct that there are an evolving, shifting needs and I would urge all of us to remember that these are the people with whom we are dealing in an educational program that is changing.

If we let our programs stay in place, we are not going to deliver what we hope to deliver in terms of vocational-technical education. We have to be flexible and provide leadership and say, this is the direction it is going. I hope it comes across.

I am a very strong supporter of this because I think that vocational-technical education is really a tremendous way by which we can provide good education, good jobs, economic development, prevent youngsters from dropping out of school, and retrain other people. And to me, it has great potential. But through it all, I want to emphasize again and again, and I will continue to emphasize to my own people, that we will demand quality.

It must be quality education or else we are not going to do it.

Mr. **Grandy**. Well, Mr. Secretary, let me just say in conclusion, I am very encouraged by what looks to be a very promising statement, a new commitment towards vocational education and look forward towards seeing the final draft.

Mr. Chairman, I yield back.

Secretary **Cavazos**. Thank you, sir.

Chairman **Hawkins**. Mr. Kildee. The chair is trying to call on the members in the order in which they came to the hearing. I believe Mr. Kildee was next, although there may be some sitting nearer to the chair.

If I overlooked the time that one arrives, we will consider the protest of that particular member.

Mr. **Kildee**. Secretary Cavazos, we have kept you very busy this year. I have seen you before various committees, the Budget Committee, and this committee, and I know you have been very busy before the Appropriations Committee.

As a matter of fact, I have seen more of you than any other member of the Cabinet, and I think that is a good omen for education. It will build good relationships here on the Hill and I appreciate that. I look forward to working with you.

There is probably no district in the country that is more impacted by the technological changes that are taking place in the world and by the trade patterns that have emerged in the world than my district, the center of which is Flint, Michigan, the birthplace of General Motors.

A few years ago, there was a question of whether the Buick plant would even stay open. We put together a consortium of the Flint School Board, the local school board, the Genesee County Intermediate School Board, the Mott Community College and the University of Michigan and with the help of your department, did a great job of retraining those workers who are laid off or would be laid off, when that plant closed.

It was extremely successful and they did what you point out. Some of them really needed basic skills along with their direct vocational education, if we can make that distinction. It was a very, very successful program. It probably saved the Buick assembly plant, and as of ten days ago, that assembly plant now has called back, after many years a second shift.

Flint is on its way and I really feel that that consortium where each one of those delivery agencies had a certain expertise and they worked together is what really made that a very successful operation. So my question to you would be, in your department, your philosophy and your attitude, will it be supportive of efforts to maintain and enhance that flexibility so as to encourage such consortium in delivering those services?

Secretary CAVAZOS. Thank you very much, Mr. Congressman. I would be glad to emphasize here that I am a strong supporter of consortia. I think that the states, under what we are proposing, certainly will be able to use these Federal funds to support the kinds of activities that you are talking about here and that we are talking about in this proposed legislation, to meet the needs of the adult population.

As they develop the state plans, I hope that it will come across clearly that each state has the flexibility to address the special needs of those populations.

I frankly think that consortia activities are an excellent way of meeting the needs of dislocated workers in industry. And I would also add that at the present time, we are funding 35 demonstration projects that show how business and industry can work together in partnership with education agencies to promote the high technology training that we so desperately need.

We will take the results of these demonstration projects and disseminate them in the same way we would like to take the results from Flint and say to other parts of the nation, "here is a model that really works because they tied together a major university, community colleges, and other learning centers that provide the kinds of services we need." I think that that is one of the most important things that we must do in the Department of Education, to show the other parts of the nation what works. There's no reason for everybody to reinvent solutions every time.

So, you will find, Congressman, that I am a strong supporter of consortia when they are directed in the fashion that you have talked about. I will use the Flint program as a model.

Mr. **Kildee**. I am very pleased with that, Dr. Cavazos. I think that is an example that did work and the Department worked closely with us on that and I am encouraged by your comments there. Some day in your busy schedule, I would like to invite you to Flint, Michigan to see the results of that.

Secretary **Cavazos**. I would like to very much. Thank you very much.

Mr. **Kildee**. Thank you.

Mr. **Martinez**. Mr. Chairman?

Chairman **Hawkins**. Will you yield to Mr. Martinez——

Mr. **Martinez**. Mr. Chairman, I am going to have to leave because I have an appointment, but I just wanted to ask permission to submit some questions in writing to Mr. Cavazos and have him respond to those.

They deal with program accountability and my concept of assessment of level of competence is really a criteria for successful training in education, not completion. The other deals with your idea of targeting funds based on relative severity of need.

Those of things that are very—of a great concern to me. I believe in flexibility and I believe that the funds should be available to the greatest general public within that classification, but we want to make sure that they do get served. Thank you, Mr. Chairman.

Secretary **Cavazos**. Thank you, Congressman, I would be glad to provide that as soon as we get the questions.

Mr. **Martinez**. Thank you, Mr. Secretary.

Chairman **Hawkins**. Mr. Gunderson, I think, was next. He was in and out. Mr. Gunderson, do you admit being next?

Mr. **Gunderson**. Do I admit being next? It depends on what the penalty is if I am found wrong.

Chairman **Hawkins**. You will have to deal with Mr. Smith, I suspect.

Mr. **Gunderson**. I asked him first if he cared whether I went first or second, and he said that he did not care. He is trying to get my support for some deal he is trying to introduce.

Mr. Secretary, let me join everyone else in welcoming you and I will try to be brief as well. Looking over your statement, the general direction is one that I find positive. I have one concern, however, and it is based on some experiences this committee has had in the past. It seems, that when we turn too much over to the states, they create more regulations than the Federal government ever thought of creating.

I find from and, obviously, look at the Job Training Partnership Act as the classic example, numero uno. Can you comment on how we might be able to use the accountability standards you have, but do so in a way that more similarly represent either a direct contract for excellence between that local school and the Federal government or more in the form of the Chapter 2.

In the hearings that we held last week, not only the small high schools but large high schools, city grade schools testified that the requirements are such right now that not even they can participate in the Federal programs in a number of categories.

Your concept is a good one. However I worry that if we give this over to the states, we are not going to have gained anything. Any comments?

Secretary CAVAZOS. Yes, sir. I share your concern and we have got to be very, very careful that the states do not take what we think is a pretty good idea—where we are giving them these general guidelines and saying now, you fill in the blanks—that they do not fill them in with so many regulations that they will be unable to achieve that target. And so, therefore, we can come back at the other end and say you were not accountable.

Now, of course, we are going to approve the plan initially and I hope that we will keep that in mind. I think that one of the problems that we have, though, in trying to deal directly with the local school district is that that could be for us even more administratively complex because we are dealing with 16,000 school districts out there. And what I am concerned about is it would almost be overwhelming.

I think the main thing that we need to do is think of ways at the local level to help the local level be accountable.

So, our proposal has a lot of flexibility and holds the local level accountable. And then, if we are truly doing the managerial side of this thing in making sure that we are looking at each of the areas to ensure that program objectives are being met, then we can succeed in improving vocational education.

It is going to be a struggle. It is not going to be easy, but I think that you also sense my abhorrence of big bureaucratic kinds of things that get in the way of what we are trying to accomplish—to train students.

I do not know that I could add much more to that, unless, perhaps, you would like to——

Mr. GUNDERSON. Can you enlighten us a little bit more if you were going to allow the state to set standards for excellence, which I assume would be done by the state school superintendent or chief state school officer, or were you going to require that voc ed be a part of a state economic development plan.

Now, the latter, I assume, is going to move a part of the responsibility over to a governor's secretary for business development or somebody. Clear up the confusion which to me seems obvious about who is in charge here.

Secretary CAVAZOS. I think what we can do here is to insist that the governor be responsible for putting together both components as one council rather than having two in order to ensure that the economic program is addressed as well as the educational program. And we are going to have to insist that they not look at it as two separate issues, but as one issue.

If they start developing this thing down two tracks, we could lose our opportunity for real improvement.

Mr. GUNDERSON. A third concern I want to echo is similar to what Mr. Ford indicated. If a state economic development plan becomes the criteria, I, who, for example, represent the rural western side of Wisconsin where we have our own economic development plan, are we going to find that we are left out in the cold when the state focuses on the bigger urban areas with the population centers. I think that you need to make sure that there is a safety valve in there for people in regions of the country like our own.

Another question that I would ask is in regards to secondary versus postsecondary. Do you have any feelings? I have not heard you discuss whether we ought to increase the postsecondary or whether we ought to keep the present division between secondary and postsecondary. Any comments in that area?

Secretary CAVAZOS. I think certainly that we need to have better articulation between the secondary and the postsecondary education program to make sure that we are preparing students so that by the time they finish that first two-year phase of it, they are prepared to go into the postsecondary portion of it. And so what we are proposing, therefore, is in the first block of it, there be very, very strong basic skills, and I am going to keep coming back to that time after time; we are going to insist that basic skills preparation is an important aspect of vocational education.

We are going to insist on quality for every student in the first phase of the program. Then, as the student moves into the second phase, we are going to insist again on quality at the postsecondary level.

I think that we can again hold the states accountable for this, but overall, we have got to give the states some flexibility, so we should not say, "it must be exactly like this."

I really believe that if you give them flexibility, that we will end up accounting overall for the differences between the states in terms of the kinds of programs that they undertake.

Mr. GUNDERSON. One final thought in concluding, Mr. Chairman, and that is that I just want to echo what Mr. Grandy said earlier. There are a number of people who seem to think voc ed is only the Job Training Partnership Act for the disadvantaged. Another school is trying to make voc ed into today degree-oriented junior colleges. And, in between, there is a big wide important middle ground. Neither of those positions alone meet America's needs and I plead with you that your proposal address the basic issue of ongoing voc ed job training. Thank you.

Secretary CAVAZOS. May I, Congressman, follow-up just one other response here and I would like to ask Dr. Guiton to respond on that because she has been thinking an awful lot about that issue and we have talked about it.

Chairman HAWKINS. Could we make it rather brief because of the time.

Ms. GUITON. I will make it very brief. Mr. Gunderson, in terms of this split between postsecondary and secondary, as you know, the states do have the flexibility as we find that some states put the majority of their funds into postsecondary while others keep it in secondary. States do have flexibility and can work within that flexibility.

In terms of bridging the gap, we would hope that, through all of the deliberations, not just of this committee, but also through our dialogue with the general public that vocational-technical training would be seen as part of a regular curriculum. We believe that all students should have some of the skills that are taught through vo-tech and that it should not be for just the poor, the disadvantaged.

We are trying to include the disadvantaged because they have been outside of quality vocational technical programs, so we are hoping to reach out more to that group.

Chairman HAWKINS. Mr. Sawyer.

Mr. **Sawyer**. Thank you, Mr. Chairman. Mr. Secretary, it is a pleasure to have you here. Your testimony is marvelous. It, I think, does what the best kind of testimony does. It raises many, many questions, but it touches all the right buttons.

You have certainly developed a great deal of interest on the part of this entire panel on both sides of the chairman. I am tempted to ask questions that are aimed at how we share a common notion of how much flex ought to be allowed or encouraged at the state level in providing for plans.

By what standards we ought to ask you to ask the states to judge local plans by and what it means to talk about the blend of Federal and non-Federal funds and how we maintain the efforts on the parts of the states and localities without turning Federal funds into a cash count. But if I do that, I will not get at the core of the question. I would like you to comment on the fundamental point that we have been hearing discussed on on both sides of the table this morning and that is the standards by which we would seek to measure student's improvements.

I would like to know what you think are the best kinds of measurements we should seek to measure job placement rates; or some objective measurement of the acquisition of specific skills.Should it be some combination of the two? It may be worthwhile to examine or deceide whether or not we are really educating people for change in the work place over the course of an entire career, or whether we are doing designer tailoring of a work force upon emergence from the secondary setting.

What are we training kids for? What are we educating for and how do we measure the two?

Secretary **Cavazos**. I think one of the first sessions I ever had in the Department with the people in the vocational-technical area. We had never met before, never had discussed these issues before and early on, in one of my first statements to them, I said, "As far as I am concerned, you have to have flexibility in the educational program."

You are as aware as I am that people will make major shifts in careers, five and six times in a life time. That is well documented, and I said to my people in the Department that we must prepare these people fundamentally so that they can accommodate for those kinds of shifts.

One of the other points that I make is that if you teach good basic skills in the beginning, a person goes on and achieves solid good work, vocational technical education and then at some other stage, such as if they are going to shift from the career for which they were prepared, then they can go on and do that. But they may decide, now I would like to go on to a university and move into a professional career of another kind, or what have you.

We would not be serving the general public if we did not prepare people fundamentally from the very beginning and continue to ask them to keep themselves updated.

Mr. **Sawyer**. Is what I hear you saying, then, that a vocational track ought to prepare a student for unqualified admission, for example, to that state's institutions of postsecondary education?

Secretary **Cavazos**. In terms of the fundamentals of English and math and history and the kinds of things that everybody has to prepare for as they go on, I would hope that this preparation would be there.

If that person wants to come back and take additional English or additional mathematics in order to qualify for postsecondary education, they are going to have at least the foundation. I think it would be difficult for me to predict that they could move automatically from a vocational technical program into academic postsecondary education just overnight. But if they have the fundamentals, they can move very, very quickly.

Mr. **Sawyer**. My question goes really more to the course work that is available to them. Should a student who is pursuing an vocational education have access within that setting to, of course, work capable of providing him unqualified admission.

Secretary **Cavazos**. Certainly he should have, but that student must make a decision about his or her course and the direction that he is going. I really do not want to—and I want to make this very clear—I am very opposed to tracking people, to tracking them and saying, "this is the way you are going to go because you cannot do it any other way."

I do not believe in that. I think it is harmful and what I would prefer is to prepare students fundamentally and give students the flexibility to go on and educate themselves.

Mr. **Sawyer**. Sure, sure. Just one final comment, Mr. Secretary, and that is to suggest that it is entirely possible that the work place ten years down the line, even from today, may by itself distinguish among kids who in the seventh, eighth or ninth grade today are choosing whether or not to take Algebra I.

The kid who does not have the access to that kind of math may not be competitive ten years down the road. That is my point. Thank you, Mr. Chairman.

Secretary **Cavazos**. Thank you, Mr. Sawyer.

Chairman **Hawkins**. Mr. Smith?

Mr. **Smith**. Thank you, Mr. Chairman. Mr. Secretary, it is good to have you here in the committee room and nice to see you again. I wanted to talk just for a—I feel very positive about the major components that you have included today and I would associate myself with what especially Mr. Sawyer and Mr. Gunderson have said heretofore.

I will tell you my concern about accountability is that right now we have this kind of accountability system where we can talk about it in real numbers, but in the abstract, but we are never accountable nor are schools or departments of education for the mediocrity that this system puts out or the failure and the outright failure for students that this system puts out.

There effectively is no downside consequence for failing to do your job. I think what is so exciting to me about your testimony today both in writing and as the three of you have talked is that I think you are on the verge or, in fact, have recognized the most extraordinary resource that we have ignored in Federal policy despite our lip service over many years and that is, in fact, the local school district and the teachers and the school boards and the parents and the people that are there everyday with children trying to make a difference in their lives.

I think we will be astounded when we give them some dignity and some power and some responsibility to reconstruct schools to do a better job. We will be absolutely amazed at the diversity of models that they come up with, diversity of consortia arrangements because there will not be one size that fits all.

There will not even be a hundred sizes to fit all. There will be as many sizes as there are districts and students and possibilities. In Vermont, in one small rural district now, we have a district that has a relationship because of their own planning that they have done with mainland and China and the reason is because they not only want to broaden the expectation of young men and women in the vocational track so- called, but want to broaden them in terms of educating them about the world that we live in, but also that the commonalities between rural China and rural Vermont, and their angle there is to help these kids think about starting their own businesses and thinking about economic development in that community.

It does not wait for the big plant to come to town. It does not wait for the new tourism attraction that is going to give a lot of five or six dollar jobs. It is a remarkable plan and I do not think it is one that any of us could have thought up on our own sitting here and it is working.

What I see in your proposal today is you have three parts. You have accountability, you have what you call simplification, and you have program support and I hope that as you develop those ideas you will focus on mechanisms rather than on traditional planning process.

There is no magic in a state plan for vocational education. We all know that, in fact, they are written; they are signed off, they are circulated and they are filed and they are not pulled out again until we try to justify how we spent the money.

We need the plans; don't get me wrong. That is the big nut, but I hope you will focus on the mechanism, waivers and performance measures that allow individual districts to really respond to the needs that they feel. I hope you will consider demonstration districts as well as demonstration states for this.

You might think about an idea of allowing individual districts to try to do the reinterpreting, the flexibility that you are building in here, because whole states may not be ready to move, but you may find districts within states that are and secondly, I hope there is a way we can figure out to let districts and I would like to have your comment on both of these.

Speak to JTPA money. There is a real problem in terms of the mixing of the two, but I think it would be an important step if the school district, not only because of Congressman Ford's bill or amendment, to begin to negotiate and work with postsecondary education, but could also with the business community, could also with JTPA.

So, that the enterprise that is generated by this local plan for excellence is how to get every child, young adult from school to work in the most productive and healthy and wholesome way possible. So, I hope we can see some JTPA access in there once again responsive to the local design.

Secretary **Cavazos**. Yes, sir, I certainly agree that we need to do that. I think that there are a number of strategies we can start out with and I think the key to all things so often is the teacher—the kind of teacher and the quality teacher that we have there. We want to make sure that teacher training is emphasized, that teachers upgrade themselves and learn other teaching techniques. We must also find ways to bring people in through alternative certification, for example, people who have a lot of industry experience.

The thing that I think that we can certainly do is to provide model programs, to find things that work. But most of all, you can approach it in this way, that we need to reward excellence and where there are excellent programs, we must call attention to those programs.

That is why I keep talking about quality vocational-technical education. The public has got to change its perception about that, very frankly. I think we all sometimes say, "Well, this person cannot make it to the university—he should go into vocational education."

You know, we are all aware that by the turn of the century, the kinds of jobs available will be filled mostly by people who have vocational-technical education.

I am going to keep hammering on that on everybody. No one is going to get away until they understand their basic skills. Now, in thinking about this, we have to target the needy. Again, you know, you have heard me talk so much about dropouts and the economically disadvantaged population, but we must keep in mind that there is another group that we must be careful do not get dropped out of the system. As you point out, some people that fail are not there. Who is going to be accountable for them?

So, let's target the needy and the things that they have to have, and then, finally, accountability. States must provide those plans and we must insist that there is good communication on jobs training. I think permitting the councils to merge will help with that aspect.

We are going to have to do a little bit of learning here, but it is going to take a lot of close cooperation between our department and the states.

Mr. **Smith**. I agree, and I thank you for that. I think you have got to design, conceptually, for excellence remarks which is accountability and performance at the district level, the flexibility to make that restructuring work for higher performance and then, third, that support notion that is supporting the district and the state and the teachers in their redesign and in their professional development and so on and so forth.

I think you have got it all right here in terms of the big picture and what we have to do is find the right set of mechanisms to make sure that the power is effectively and responsibly transferred to the people who educate children.

In the end, if they don't have the power, children are not going to be educated. Thank you very much.

Mr. **Ford**. Mr. Poshard?

Mr. **Poshard**. Thank you Mr. Chairman and ladies and gentlemen of the committee. Mr. Secretary, I guess my question goes back to the evaluation again. I know it has been discussed a lot here this morning.

I worked for a number of years in public education in the State Department of Education, administering programs throughout about 22 counties in a large rural area in Illinois. I am concerned about this balance between the state setting goals which are consistent with their individual needs and the Federal government insuring that there is some teeth in the programs that they set. That is, in my judgment where the crux of the problem is.

When a state develops a plan or an individual school district develops a plan and they set their broad philosophical goals and they write their objectives and they put it on a chart and write their evaluation methods and send it up to the state office or the state sends it to the Federal, or whatever. It has been my experience whether we are talking about the individual local school district or the state office, they write those goals and objectives in terms of the least amount that needs to be accomplished so that they can say in the evaluation phase, yes, we did in fact meet our stated goals and objectives because they don't want to risk loosing whatever possible benefit they get from the state or the Federal level.

Now, I guess, you know, when you consider small rural districts, especially, that have vocational educational training programs, some of those programs amount to $500 or a $1000 in Federal funds.

How are you ever going to get people to take seriously goal setting, objective writing, evaluation instrumentation that really speaks to the need of quality education in the district when so little is really at stake and so much paperwork.

Let's say, it has been my experience that states always write their plans in terms of measurements by which they can show they succeed. So, very seldom are you going to find a state that fails at meeting their stated goals land objectives because they write their plan to succeed.

But, let's say that a state does fail in meeting their stated goals and objectives. How are you going to respond to that? What do you really have in terms of remediation or penalty or whatever that you an discipline the state to actually bring about quality education through a plan that has teeth in it and now just a plan that is the least severe that we can make it so we are sure to reach our goals and objectives?

Secretary CAVAZOS. I agree with you. I share the same concerns that you have. I have spent my whole life in education and recognize the problems of evaluation, both the qualitative and the quantitative aspect of that.

I think that certainly there are some quantitative aspects that you could really lay out there. We are all aware of what those would be in terms of how many youngsters you keep from dropping out or how many go on to higher ed, or the kinds of things we talked about.

In terms of putting some teeth into this accountability proposal, once we sign off on the state plan, we come to closure—these are things that we are going to achieve. We also have the audit mechanism.

We have an audit mechanism that lets us right back into that aspect to determine whether that state has achieved or has not achieved the bulk of the goals. Obviously, if they haven't, then we would want to understand why.

If there is complete failure on the plan or disregard for the plan, obviously, they are going to have to return the funds. We do have that authority. I think that by doing audits and site visits and having our people go in there, that you can stay ahead of most of those kinds of problems.

A site visit is much better because I would rather find out about a problem a third or halfway down the road rather than waiting until the end and subsequently having an audit and saying "oh, you didn't get it done back at the beginning".

It is going to require a lot of work, but certainly site visits would be another way. Some of those grants, I admit, are very, very small, but I believe that in our requirements here, we are going to require that if you put these programs in place, that they be of sufficient size, scope and quality to give reasonable assurances that the objectives of the program will be met.

We will have to audit there for a site visit and work with the states. I hope the people who have this responsibility at the state level recognize that we are very much committed and very serious about vocational-technical education.

Mr. KOLB. Mr. Secretary, could I add one thing which I think will add to this point? I think our bill is going to require that states will make these plans public, so they will be on the record and there will be some feedback from the individuals in the states and localities.

It is also going to require states to demonstrate how occupationally specific programs that are supported by Federal funds would be carried out in a fashion that is consistent with the needs of the labor market.

It is also going to require that states will ensure that all of the activities that are funded are going to be of sufficient size, scope and quality, so we think that these fine tunings of the legislation will go a long way to meet your concerns.

Mr. POSHARD. Thank you. I know my time is up, but I am very much interested in the phase before you sit down with the state to evaluate the plan and the follow-up to ensure that the plan is carried out.

My concern is that somebody at the Federal level is working with the states to ensure that there is teeth in the plan and you are just not evaluating a plan that has no teeth in it and I will talk to you at length about that later. Thank you, sir.

Mr. FORD. Mr. Payne.

Mr. PAYNE. Thank you, Mr. Chairman. The section where you talk about program improvement, where your bill will consolidate 26 activities authorizing the Title 2B, Vocational Education Improvement Authority into three broad categories: professional development of teachers and counselors and administrators, acquisition of instructional equipment and materials needed for program improvement or expansion and three, the curriculum development, dissemination, and pilot testing.

It goes on to say that the changes should ensure Federal funds are used as intended for improvement expansion, programs, etc. How do you intend to go about the evaluation of professional development of teachers and counselors and administrators, number one, and do you intend to interface with the unions and all of those activities?

I just would be curious to know because that is something that local boards are struggling with, I think, on a local level already.

Secretary CAVAZOS. Well, certainly, one of the important aspects that this whole proposal is the issue of program improvement and, again, it gets back to teachers and how we are going to bring that improvement about.

One aspect of that, of course, is professional development, improvement of staff, and, as you pointed out, the acquisition of equipment and curriculum development.

The state plan really must describe how each aspect of that must work, so we will hold the state accountable for showing us that, yes, their teachers do have that professional development and are keeping up. Do you want to expand a little on that for me, Bonnie?

Ms. GUITON. Under some of our new initiatives, we have proposed institutes for teacher training. Also, the alternative certification plan would help to bring into the classroom individuals who are working in the field dealing with new technology while at the same time, hopefully allowing some relief time for teachers to go out and retrain themselves.

We consider this to be one of the more critical areas of need because if our students are to be trained to meet all of those needs that we learned about in Work Force 2000, then the teachers who deal with them must also have those skills. As a result, we consider the whole area of professional development to be one of our newest initiatives as well as one of the more important ones.

Secretary CAVAZOS. I think, if I may, expand on that for just a moment. In one of our new proposals here, of course—strengthening the vocational education teaching—we have to keep in mind then that these are changing fields, so retraining and finding ways to retrain these teachers, as I mentioned earlier, is important. We talked already about alternative certification.

One of the things that we have not talked about here today is the exchange of personnel between the vocational education field and private industry. There are a lot of very, very fine teachers in private industry that we ought to be bringing into vocational-technical education and we ought to at least provide the initiative to do those kinds of things.

We suggested a summer institute so that we can keep these people aware of what is going on. These are changing fields—I have touched on that already, so that I think that if we keep that in mind, this issue of the quality teachers will be kept in the forefront.

I cannot guarantee that it is going to happen 100 percent, but I do want people to be aware that we will monitor the professional development aspect of it very closely.

Mr. PAYNE. Just one more little point on that and then another quick second question. The certification situation in many states, you know, people unless they have the certain number of educational credits, they cannot be certified to teach. In New Jersey, we started an innovative program where we allowed teachers to come in without the educational certification and we were able to get large numbers of very qualified persons from Princeton and some of the top universities in the state to become involved in educational system.

Do you have any suggestions to states where they still have rigid educational requirements is the question? Secondly, though, is the business about acquisition of instructional equipment. Since districts vary tremendously as relates to the quality of educational equipment and structures and physical structures, etc., would poor districts get an extra allocation or would it all be on per capita or in other words, would you make any provisions for districts that have more of a need?

Mr. KOLB. To answer your questions generally about alternative certification and other creative ways of getting new teachers in, we are not at this point wedded to any one particular approach. There are a variety of experiments that are out there that we think are successful.

I think there has even been a program involving the Federal government which has tried to bring in teachers from the Defense Department, people who have retired from military, who have some background in math and science, so we are really looking now at a variety of mechanisms that are out there that are a part of the state reform movement and I would add that one, I think, very positive sign in that direction is that President Bush has proposed a new budget initiative for $25 million which would help assist in the development of alternative teacher and principal certification programs.

So, the administration wants to provide seed money to keep that process going because we think it is not only good for vocational technical training, but for education in general.

Secretary CAVAZOS. I would like to, if I may, expand on that in terms of program improvement and innovation. Certainly, the question that concerns me is exactly the one that concerns you. Where you have poor school districts, can you provide the equipment and the kinds of things we need to do that? And certainly, by doing these kinds of things we really feel that we can help in that by holding the state accountable, and making sure the equipment is put into the schools where there is need.

I think that for the most part, if you stop and consider that already 43 percent of the basic state grant is reserved for program improvement, I think this will give us the kind of money we need so that eventually we will start turning some programs around, but we will also continue to put pressure on the state at the state level to say, you have some districts out there that don't have that kind of equipment.

We are willing to put—we agree that you should put part of the Federal dollars into it, but hopefully, we need some state dollars also.

Mr. FORD. Would the gentlemen yield at that point?

Mr. PAYNE. Yes.

Mr. FORD. Mr. Kolb did not answer the gentlemen's question because in your prepared testimony, you say at one point when you are talking about accountability standards that you would want the states to apply those standards in making decisions about which programs to fund.

Now, how do you put that concept together with the gentlemen's question of how do you take care of the poorest school district or the poorest kids that are attending and not likely to have the best job success rate to show you are meeting your standards. How do you wed those two concepts?

Mr. KOLB. Let me try and answer that, Mr. Ford. I think it gets back to some of the questions you raised before about how do we ensure results here and how do we do that while also providing——

Mr. FORD. No, no. Specifically, I am concerned about using—however you measure, let's assume that you found a way to measure success. Now, would you say—when the Secretary says in his statement that he wants to use those results to decide which programs to fund, would you fund the programs in the school district that was having the most success or the least success?

Ms. GUITON. I think we have been looking for ways to improve those programs that are having the least amount of success. There are several things that have to be considered. First and foremost, we know that many of the jobs in urban centers, if you will, will often dry up and go to the outskirts of town or to the suburbs because they have better schools, or at least it is perceived, they have a better work force out there.

Our approach would be one that would encourage and reward those schools that make a difference, that improve their programs. When we look at the disadvantaged, there has been much discussion about how we should really target the funds for the disadvantaged as opposed to the very broad parameters that we see taking place.

We would look to direct funds, more specifically, to the disadvantaged, to the programs that need the improvement. I know that there has also been concern about the funds that are being used for equipment instead of for program improvement.

We found, at least, in some of my travels that the equipment there——

Mr. FORD. Excuse me. You are all dodging me. Where do you decide on a standard that measures, for example, how many people who are employed within 60 days of graduation in a job related to their vocational training and you find that the school district A is placing 50 percent of its people and school district B is placing 10 percent.

Now, using that figure, which district do you intend to put money in?

Ms. GUITON. I don't think I quite understand what you mean when you say 50 percent is going to one——

Mr. FORD. Let's assume that the one standard that was suggested by the Secretary's testimony is job placement and employment related training, and, so, you get this beautiful standard and, in fact, we find out that it will work.

Now, you have the figure. When you get ready to use that figure within the state and decide which programs to fund, do you fund the one that is placing 50 percent of their children in jobs or their students in jobs related to training or the one that is only placing 10 percent?

Ms. GUITON. First of all, as you know, the states are making those decisions as opposed to the Federal government, and the states develop the standards of what they consider to be successful completion.

Mr. FORD. No, no, you are proposing that you want the states to use the performance standards to determine which programs are successful and which are not, and then distribute their money.

This is the first time we have ever had——

Mr. KOLB. Let me try to clarify that.

I think that the law, as currently written, requires states to make a thorough assessment of the needs of poor areas and then to base the allocation of what they get on those assessments.

We are not going to change that provision.

Mr. FORD. Except, the way that reads to the non-technical people out there is that means that in an area that needs most to get it up to snuff, that is where you put the most money.

It is not at all clear that that is what the Secretary's testimony intends they would do. It sounds like you would reward success with more resources rather than trying to bring other people up to that level.

Mr. KOLB. I think that one of the principles that underlies this, as the Secretary has pointed out, we want to reward both excellence and success, but we also want to encourage improvement. That is what we are trying to grapple with, as I think this committee is. It is very difficult to come up with precise, qualitative performance indicators.

The Office of Technology Assessment spoke before you and they——

Mr. FORD. Let me see if I can put it another way to try and get an answer to this. No matter what the performance standard is, is success in a performance standard going to get you more money than the people who are not having success on the performance standard, or is the fact that you are not having success going to get you more money than the people who are having success?

How do you use that performance standard measurement to distribute money? What is it that you have in mind? Do you want to get money to the poor area that is not doing a good job or do you want to get more money to the area that is doing a good job.

Ms. GUITON. I think I see where we are differing. Let me see if I can clarify this for us.

What you are asking is: Is there a system for reward and punishment, if you will, that certain programs get more and others get——

Mr. FORD. No, I am asking what you mean by the proposal that the states should use the results of performance standard measurement to distribute money.

Now, should good performance get more money or less money?

Ms. GUITON. Well, it depends on how good performance is going to be identified. First and foremost, good performance can be effective teaching as opposed to being successful in terms of job placement. It can raise the level of students. It can prevent dropouts. It can do a number of different things. It is not just related to——

Mr. **Ford**. Well, look again at the statement. You first tell us what kind of performance standards you want, and you say students' success in the labor market.

I can suggest to you that students' success in the labor market is more a function of where those students happen to be at any given time and what the labor market is at any given time, than what kind of a job is being done in school.

They are both important, but if a particular part of the state has a boomlet going on with jobs and they can just pour them out successfully, and other parts of the state are struggling, which part gets the money under your proposal?

Ms. **Guiton**. Within our proposal, at least what we intend, is that the performance standards first and foremost, as decided by the state, applied to the programs and assessed by the state would be the guiding force.

The funds would go, dependent on what the state feels is being accomplished—now, I would hope that we would not be locked into an either or situation. That is a problem we have been dealing with all too long.

I think that the flexibility within the plan is one of the things that we have tried to put forward, and why we have felt first and foremost that the Perkins Act is not a rotten bill that needs to be thrown out but one that has problems and needs to be simplified.

Perhaps we are dealing with semantics here, but in terms of what schools get the funds, the state will make the decision based on their standards of performance. They give us their plan. Many of them are doing that right now where the successful programs are taking place and they are using their support in different ways.

I have found that the successful programs are less restricted by what they consider to be legislation or rules and regulations, and have developed their own criteria.

We would hope that the kind of flexibility that we are putting into the proposal would allow the states to make determinations and not punish schools that do not make a difference in a year's time or two year's time, but rather to direct their funding to program improvement if their programs are not reaching their target and not doing the job.

We would hope——

Mr. **Ford**. I think we are having a communications problem here.

Ms. **Guiton**. We probably are.

Mr. **Ford**. I am not getting my question answered. Maybe it is unfair because we have asked the Secretary, and there will be a letter from the chairman, to outline what criteria you would use for these performance standards.

If that comes back and part of the criteria is what is in the statement about students' success in the labor market, we will want to ask this question in that context and tell us what then you mean by "success in the labor market" as a factor for distributing funds.

Maybe that is the time to ask it.

Ms. **Guiton**. That is possible. May I add one thing to that Mr. Chairman?

When we talk about success for the student, it has come down pretty narrowly here and I think that is where we are having a problem.

We consider successful completion not just being in the labor market, but whether it is to the military, whether it is for further postsecondary training, but not narrowly defined as simply the labor market.

Mr. **Ford.** I wish you would read the language on page three. You spell out "Our bill would require states to develop performance standards related to students' improvements in basic skills." That is one. "Success in the labor market"—then you say, "and such other things as the state might think are relevant."

At least those two factors you want to mandate. Then you go on to say that once you put that package together, that package should be used to distribute funds.

You have injected these two elements and that——

Ms. **Guiton.** That is right. We provide the narrowness.

Mr. **Ford.** We would like to know more about what you mean after you show us the design of how you would go about measuring this. What impact do you want it to have? Does success in the labor market increase or diminish resources going to that school district?

Ms. **Guiton.** We see where the problem is now. We will correct that.

Mr. **Ford.** Mr. Payne?

Mr. **Payne.** I will yield at this time so that my other colleagues will have an opportunity to ask questions.

Mr. **Ford.** Thank you. Mr. Owens?

Mr. **Owens.** Thank you.

Mr. Secretary, I want to begin by congratulating you on some recent developments in your department. We look forward to the appointment of some strong people who will provide good leadership in the Office of Education Research and Improvement and in OSERS. I understand there are vacancies there now and there is room for some much needed progress.

I would like to direct my question to the area where you discuss the funding of set-asides. As you know, the majority whip, Representative Tony Coelho, introduced last year, a bill called The Americans with Disabilities Act which has a wide range of support in both parties and had close to two hundred sponsors and this year again, it is being reintroduced.

The thrust of that Act is to bring this country up- to-date in terms of providing rights to people with disabilities and one important right and section in that bill relates to employment and its emphasis is going to be on ending discrimination against people with disabilities and unemployment and the other part of it has to be more training provided to people with disabilities.

I think they are being discriminated against in the education system. The set-asides, specifically as they concern people with disabilities, are of concern.

The fact that so many of these programs have been deemed not workable or have not worked is felt by many people in the community of people with disabilities to just be a reflection of the hostility towards doing anything for people with disabilities.

While many of them, and I agree with them, are ready to be flexible and talk about a new approach, we worry about the vagueness of this flexibility and you make a statement that we believe the needs of special populations are more likely to be met through a thorough and open planning process than through the operation of a rigid and inflexible set-asides.

Well, is that open planning process going to be conducted in a manner in which people with disabilities are going to be represented and have some opportunity to have input in making some of these corrections which they have lived with.

They have lived with the problems for so long, they are quite well prepared to help make the corrections. So, I have two questions. Can you clarify what exactly you are going to be doing in this area and also, will there be an opportunity or can you cooperate with us in guaranteeing that there will be an opportunity for the people that have a problem to be represented in terms of determining how this open planning process takes place at each state and local level?

Secretary CAVAZOS. Thank you very much. Let me start out by saying that I have been quite vocal about the need to educate every handicapped person to the fullest independence as possible. I have said that time and time again whether we are referring to vocational technical education or referring to the general academic kinds of requirements and we will continue to push that side of it.

That is an important aspect of what we are trying to do. Now, in terms of the set-asides where the states would be required to use that 57 percent of the basic grant for opportunities for special needs and populations and what they are going to have to do in their state plans, the states will have to provide the details to make sure that all special populations, so to speak, are cared for and are provided an education. We will hold them accountable for that and we can audit that as we go along.

The point I would make is that the Department's proposal eliminates the excess cost requirements, but retains the match requirements of 50 percent for the special populations under these areas. Therefore, what I am getting at here is—by giving the states some flexibility, they can take those dollars, and if they have major needs in the area of handicapped education, they can move dollars into that area, rather than spending them in a very, very tight categorical area for some program that might be ill-suited for that state.

I am confident that through this process of a state-by-state needs assessment we will achieve a more equitable and rational approach, rather than a very rigid line, saying "this is the amount you are going to spend."

I think that this kind of flexibility will serve us well.

Mr. OWENS. Would you support, Mr. Secretary, some kind of mandate for consultation or involvement of people with disabilities in this process or maybe I should say people with special needs.

Ms. GUITON. Would you clarify a little bit more in terms of the involvement; how do you mean the consultation?

Mr. OWENS. We can mandate that all these plans must have a sign-off or some kind of participation, evidence of consultation.

There are a number of ways that you can make, guarantee that or at least the Federal government can attempt to guarantee——

Secretary CAVAZOS. We could do that and I certainly would be very, very supportive of that. Early on in my statements, I made the point that we would certainly—it is our responsibility to listen to every group.

We have got to talk about these issues and certainly I would welcome that input.

Mr. OWENS. We would like to, you know, weave it into the law so that it is understood at every level as they must do it because we have a situation where there are a lot of opportunities that have been opened up by computerization and new electronic equipment.

It takes imagination; it takes commitment and we think that unless you have the people who know about it and have something to gain from it involved, that imagination and that commitment will not be there.

We look forward to working with you in developing some ways to guarantee that.

Secretary CAVAZOS. Thank you, sir.

Mr. OWENS. I yield the balance of my time, Mr. Chairman.

Mr. FORD. Thank you. Mr. Rahall.

[The prepared statement of Hon. Nick Joe Rahall II follows:]

Nick Rahall

STATEMENT BY
HONORABLE NICK J. RAHALL, II (D-WV)
VOCATIONAL EDUCATION REAUTHORIZATION HEARING (H.R.7)
MARCH 21, 1989

(On the occasion of receiving testimony from Secretary of Education Dr. Cavasos)

Mr. Chairman, my statement will be brief and to the point.

Vocational Education is one of the most important programs the Federal government assists financially that serves the youth of this country in ways that prepare them for today's workplace. Because the Federal government supplies only $1 for every $12 spent in state and local funds, and because the Federal funds are highly targeted, vocational education still does not reach the youth it is intended to reach, nor in the positive ways it is intended to reach them.

I know that we are under the usual severe budgetary restraints necessary to try and reduce the Federal deficit. However, Mr. Chairman, for a program that dates back to at least 1917 with the enactment of the Smith-Hughes Act, you would think that by this time the funding would have exceeded a billion dollars, based on the sheer necessity and effectiveness of the programs and the good they bring to so many non-college-bound youth.

For the past eight years we have seen recommendations from the Reagan Administration that ranged from outright repeal of the program, to cutting its funding by 50 percent in one year, and then phasing it out entirely over time. Thank goodness the Congress had the strength to reject those proposals.

In West Virginia, where unemployment still hovers at around 14 percent for the state average, and as high as 50 percent in towns and hamlets dependent upon the coal industry for jobs, we need now more than ever to provide the programs necessary for young people to find work for which they are already trained and skilled at entry-levels so that prospective employers need not spend time and money on remedial education and skills training to enable them to do the work for which they are hired.

Mr. Chairman, I recently visited the Southern Wayne County vocational-technical schoool in my district, as well as Southern WV Community College, in connection with the reauthorization of the Perkins Vocational Education Act. I found strong support for the programs, and I also heard some complaints.

While West Virginia has adequate facilities for conducting vocational education programs, there is an absolute dearth of equipment that is current, much less state-of-the art, on which to train the students. For example, the vocational-technical school I visited is training auto mechanics -- or in today's jargon, auto technicians -- but the computerized "board" those students need to learn how to repair and service today's computerized engines is missing. It is missing because just one of them costs $30,000. Limited Vocational education funds, after they are spread so thin as not to permit the offering of effective or innovative programs in raw basic skills, certainly do not spread far enough to cover the costs of current equipment needs to train these people for today's or even tomorrow's workplace.

Building a vocational education facility without the necessary equipment to assure positive outcomes for students, is like building a hospital without an operating room.

Of the other recommendations I have received from state and local vocational education officials, including changes to the setasides, more flexibility for states to use funds for their locally perceived needs, and an increase in state administrative costs, the one constant that I heard was the need for emphasis on partnerships between vocational schools and business/industry/labor groups. I agree with this last recommendation most emphatically, and I intend to support the retention of Part E of title III of the Perkins Act, and to personally seek funding for it from both the House and Senate appropriations committees. I am also very concerned over the expressed need for appropriate and current training equipment for use in our vocational education classrooms, and I want to work with my colleagues on this aspect of the Act during the reauthorization process.

Mr. Chairman, that is all I have to say at this time, but I will have questions later for Dr. Cavasos.

Mr. **Rahall**. Thank you, Mr. Chairman. Mr. Secretary, your theme this morning of accountability, simplification, flexibility and economic development are certainly commendable goals.

I think this country is starved for an education secretary with the vim and vigor that we saw for the last eight years in our Defense Department.

It is certainly our hope that you will be to education what Cap Weinberger was to defense and that is coming up here and getting more and more money than he could actually spend.

We are, of course, willing to work with you and to help make George Bush the education president that he has said he wants to be.

I have a question with regard to Title III of the Perkins Act, that contains Part E which is entitled "The Industry Education Partnership for Training in High Technology Occupations."

It has never been funded to my knowledge. It has been authorized at $20 million. In visiting with Clarence Burdett and others from my home state of West Virginia, they have said it is potentially one of the most important and effective programs that has ever been authorized and that to fund it would be of immediate assistance to us in West Virginia. The partnership program would allow states to carry out Industry Education Partnership Training programs in high tech occupations.

It provides incentives for business and industry in the vocational community, to develop programs to train the skilled workers needed to produce, install, operate, and maintained the high tech equipment systems and processes.

It does require the business industry partners to provide 50 percent of the funding, but allows a soft match of in-kind services, rather than hard cash. Training provided to students in such partnerships must be relevant to local labor market demands to ensure effective job placements afterwards.

My question is, Mr. Secretary, did your budget which you submitted to OMB contain any suggested or proposed funding for Part E of Title III of the Vocational Education Act?

Secretary **Cavazos**. No, it did not.

Mr. **Rahall**. Why not?

Secretary **Cavazos**. It did not propose to fund that. We have taken the position not to fund Part E. That was one of the budget decisions that was made in the preparation of the final Reagan budget.

Mr. **Rahall**. I believe there was discussion in earlier testimony, a response to earlier questions, that there were some 35 demonstration projects funded in the school-business-industry programs? Is that correct.

Secretary **Cavazos**. That is correct, yes, sir.

Mr. **Rahall**. How much was spent and from where did those funds come?

Mr. **Kolb**. I think we spent a little over $9 million in this program to find different ways of working and exploring business and technology partnerships.

Mr. **Rahall**. Could these not be—or are they not similar to Part III—Title III rather, Part E partnerships in the Act that have not been funded?

Mr. **Kolb**. Yes, I agree with you. There is a very definite similarity and I would point to the fact that we are funding these demonstration grants and they cover a wide variety of technologies.

We are very supportive of this. As you probably know, they range from automotive technology to electronics, lasers, computer graphics, robotics, plastics technology, so as I said, we are out there with 35 grants, over $9 million in this area.

Mr. **Rahall**. Over how much?

Mr. **Kolb**. Over $9 million.

Mr. **Rahall**. What are the durations of these programs?

Mr. **Kolb**. Bonnie, do you know the specific time——

Ms. **Guiton**. I do not know the specific time.

Mr. **Rahall**. Well, you can supply that at another time.

Mr. **Kolb**. We would be delighted to supply that.

Ms. **Guiton**. Fifteen months.

Mr. **Rahall**. Fifteen months? Okay. The emphasis that you have given in your—although, let me ask you one question, repeat one question I asked and that was, where do these funds come from? I don't believe you responded to that.

Ms. **Guiton**. You mean the discretionary programs?

Mr. **Rahall**. No, for these demonstration projects.

Ms. **Guiton**. The demonstration projects—they come under our National Discretionary Program. So, that was initially, I think, a $10 million grant and then with the reduction to a little over $9 million in the budget last year, so they come from the National Discretionary Program Budget.

Mr. **Rahall**. In your testimony, under your economic development theme, you have given quite a bit of emphasis to the continuation of public works—rather, the new provisions that are going to be included in your bill that will ensure that the funds are directly linked to local and state economic development.

You are proposing requiring the states to put in place a process to ensure that any funds expended by local recipients for occupational specific training to be used only to train students in occupations in which job openings are not only projected, but are likely to be filled without the establishment or continuation of public vocational educational programs.

My question is, what about equipment needs? Will you have any type of proposal or what ideas do you have as far as ensuring that in today's complex society that these vocational schools are receiving the modern state of the art equipment with which to keep pace in today's society.

You know, having these vocational centers in place without the necessary equipment to train students to become successful is like having a hospital without an operating room, so I think it is important that we look at the equipment needs that are necessary to keep pace.

Secretary **Cavazos**. We have to be very, very sensitive to that because, as you so clearly point out, it is a changing field and equipment becomes obsolete very fast. Therefore, we will have to insist that, as part of program improvement, that the equipment is up-to-date.

Ms. **Guiton**. I would like to add that one of the areas where we found private sector involvement very beneficial is in these partnerships where much state of the art equipment is provided by the private sector, especially when it is within their local or regional areas, because for the private sector, it is a win-win situation to have individuals trained on state of the art technology because they need to draw from that labor force.

While equipment can be purchased through the 43 percent set-aside of the basic grant, there has been a lot of concern about program improvement versus equipment in discussions that have taken place already.

We strongly encourage the expansion of those partnerships. We find that it would be literally impossible in many instances for schools to purchase some of the state of the art equipment without help from the private sector.

I have visited programs where the partnerships are working very well, where the businesses say to me that it is in our best interests to have the students and potential employees trained on our equipment.

In some of the partnerships, the schools, the area voc-tech schools and community colleges are, in fact, using the corporation's equipment to train employees for them as well as individuals coming through the school.

We would hope that we would continue the practice of being able to purchase equipment through that 43 percent, but that we also look to expand the partnership concept because sometimes as soon as we buy equipment, there is something new on the market and ours is obsolete and that has been one of the major criticisms of vocational education.

Mr. RAHALL. Thank you very much. Mr. Chairman, I have no further questions. I would like to ask that the statement I have be made a part of the record in its proper place. It is an opening statement, actually.

Mr. FORD. Without objection, the gentleman's statement will be placed in the record immediately preceding the colloquy with the witnesses and we will now have Mr. Perkins.

Mr. PERKINS. Thank you, Mr. Chairman.

Mr. FORD. Let me point out that I am recognizing the people in the order, that the staff noticed their entry in the committee room. If there are any mistakes, please be angry at Jack and not at me. [Laughter.]

Mr. PERKINS. Thank you, Mr. Chairman. Thank you, Jack. Mr. Secretary, Mr. Kolb, Ms. Guiton, it is a pleasure to have you with us today.

I am encouraged by a number of things that you are talking about. I feel very strongly that when you talk about reliance on the basics and the need to drill those in some measure for a future that includes a number of job changes, that is something that we should be concerned about.

I am also very pleased that you are talking about some sorts of flexibility because I presently feel that there is very little flexibility and as a result of that, we are seeing programs that are being administered very loosely in an attempt to provide that need of flexibility.

So, I think that it is good that we are at least looking at the realities of how to try to deal with this situation. I would like to just mention briefly during Mr. Ford's questioning, one thing always strikes me rapidly, when you start talking about trying to impact poor areas.

That is something that a number of us do have a decided interest in and getting into the questioning as Mr. Sawyer was and I guess Mr. Poshard about attempting to figure out what is a successful technique of measuring success is something that I think we all are going to have difficulty with.

We are just going to have to try to do the best we can in relying on that, but we are concerned and I am concerned that the money that we are utilizing for this vocational education program is perhaps not being targeted to the poor areas as much as should be.

Ms. Guiton, when you talk about poor areas, please don't automatically say "urban."

Ms. GUITON. That is true.

Mr. PERKINS. There are those of us who have a different orientation and, of course, we recognize the problems that the cities have, but those of us from very poor rural districts are very concerned that we have resources to try to attempt to solve some of the severe problems that we have in those areas.

I would like to just add a couple of questions concerning the basic distributions of funds—43 percent program improvement, 57 percent for the pre-categories that you have outlines. Obviously, that is a framework that you intend to accept. May I ask why?

Ms. GUITON. Well, essentially—I would like to add one thing before I go into that and I would like to say that you are absolutely correct on the rural areas because I have spent a great deal of my time visiting rural areas. I did not mean to exclude them and thank you for bringing that to my attention.

Mr. PERKINS. My ears just automatically pick that up.

Ms. GUITON. I can understand that. In terms of the 43 percent, let me just sort of tell you basically the approach we took to reauthorization.

We looked at the Perkins Act and listened to all of our constituents and they said for the most part, "It is not a bad bill. You know, what it needs is fine tuning. We need more flexibility. We need the ability to put our funds where our greatest needs are."

So, we took that approach and we kept the 57 percent which then allowed the 43 percent to remain for the basic grants. We kept the set-aside in terms of the percentage and removed the specifics within the set-asides and that is why we approached it with that particular 43 percent intact for the Basic Grants.

In our budget proposal, we, of course, recommended increasing the Basic Grants for more flexibility, eliminating some of the more specific set-asides.

Mr. PERKINS. Perhaps, I am not being clear. Is there some basis for which we think that the 43 percent, 57 percent split, is an adequate justification for both of these areas?

This has vacillated over the years in exactly how money was going for program improvement versus the other areas and, of course, 57 percent is the highest amount that we have ever had.

I wonder in terms of the administration's position, do they support either raising or lowering it or staying the same and if so, why?

Ms. **Guiton**. Well, we recommend it staying the same, the major reason being that we consider the majority of the funds should go to the particular categories that have been set-aside because that is where the greatest need is.

Individuals who can afford quality vocational technical training do not need those funds, but when we look at the Work Force 2000 issues and where our work force will be coming from and the individuals that need to be trained, it is within the more disadvantaged groups.

It is not a magical number. We think it has worked in the past. We think that with some flexibility, it will continue to work so that is our basis, providing more of the funds to disadvantaged populations.

I do not know if I answered you, but that is our particular premise.

Mr. **Perkins**. Not exactly, but I think it is going to be difficult to answer before you all see the specifics of the bill anyway, so I am not going to pound you unmercifully today.

I am going to ask, though, in another area and Mr. Ford was talking about this earlier in some specificity. You indicated three factors that you were going to utilize in terms of the actual distribution of the dollars in your testimony today.

I wonder, obviously, you are putting a great deal of emphasis upon the third in the state distribution and the state plan. I wonder about the other two that were previously going to play some role.

Again, we don't know because we have not seen the bill and so, I realize it is a difficult thing for us to talk about this kind of an idea at this stage, but I would just add that I think it is very important that in the funding mechanism and the targeting that we are doing that we utilize some type of mechanism, this Chapter 1 formula, whatever, for attempting to get money into individual areas that have had poverty and have had real significant problems in the past.

The Perkins Act is originally intended, I think, was designed to try to help populations and poor areas and certainly, I think, that is my continued emphasis and I think a number of members on this committee who have interest as well.

So, just in terms of when you are formulating your bill draft, when it arrives, that is the way that I shall view it and look upon it. Again, I thank you very much. I think you have got some good ideas and I am pleased to be able to work with this administration and you in the future.

We have come a long way from 1988 in what I am hearing today. Thank you very much.

Secretary **Cavazos**. Thank you very much. May I just make one comment to that, Mr. Chairman? That is really to emphasize again what I see as our role in vocational education.

Foremost it is to provide that leadership.

Then, we have a responsibility for research, data collection, information—the kinds of things I talked about earlier, what works in disseminating those kinds of information.

We have a third component where we can help address some of the issues you have raised. That is to provide the technical support on evaluations to the states, as well as equipment and other kinds of things where we can be of help.

Finally, the last one, and I did not place these in any particular order, is to support the disadvantaged as well. I keep in mind constantly that there are many people out there that need a lot of support. I see that as an important part of what we are doing in vocational-technical education.

We are moving ahead that way. So, I wanted to just call attention to those four items as being the major thrust as we see it: leadership, research on what works, providing support, and making sure that the disadvantaged or the handicapped are really taken care of.

Mr. **Perkins**. Well, I think that is commendable and certainly I want to again emphasis that in this area it is so difficult in trying to judge success.

We talk about areas that are dealing with disadvantaged areas and disadvantaged people and situations that are economically very difficult and they are finding very few jobs that they can go to no matter what when they get out.

There has to be, I think, a special emphasis and understanding of the needs of these areas and I hope that you will look on that very closely.

Thank you, Mr. Chairman.

Mr. **Ford**. Mr. Secretary, let me see if I can try to define the dilemma that we have had over the years with this whole idea.

We know it when we see it, but we don't know how to write a definition and that is the problem many of us have spent many years looking at.

I can sit and tick off anecdotally to you literally dozens, maybe hundreds of successful vocational education programs, but I have never been able to figure out how to write the definition of what successful is. We are not trying to be negative with you when we express these concerns, but if you can do that, you will do something that no one has been able to do for us in the past and that is why we expressed the concern, not because we want to be negative.

Secretary **Cavazos**. No, I understand, Congressman Ford. Thank you.

Mr. **Ford**. Thank you. Ms. Lowey?

Mrs. **Lowey**. Thank you, Mr. Chairman. It is good to see you again, Secretary Cavazos. I remember very well your outstanding presentation at Harvard, and I thank you for your excellent testimony today.

I want to applaud your emphasis on the connection between vocational education and local and state economic development because, frankly, I think that is key.

My years of experience with CETA and JTPA have shown me too often that that isn't the case, and that we are too often training youngsters for jobs that really don't exist out there.

One of my real concerns, however, relates to your comment on page five of your testimony where you are talking about a new requirement which would ensure that Perkins Act funds are not used for outmoded or duplicative programs.

I believe strongly in that public/private partnership and I hope that you will be a strong spokesperson for encouraging the private sector to participate. So often, outmoded programs are the result of outmoded equipment. I am hoping that those points of light are going to sparkle brightly because with the amount of dollars that I see allocated for vocational education, unless you are out there really pounding away and I hope you will be, to increase those funds, I have real concern which I want to express to you that our programs will not be sufficiently updated and will not be relevant to today's real workplace.

Another question that I have which is one that I have struggled with in vocational education. You are talking about requiring states to put into place the process to ensure that any funds expended by local recipients for occupational training will be used only to train students for occupations in which job openings are not only projected, but are not likely to be filled, etc. etc.

I wonder, are we going to look at these programs locally? Are we going to look at them on a state basis? Are we going to have to assume that our population is going to have to be mobile?

In some areas of the country right now, we have almost full employment, two percent, three percent. We can't find people to work in McDonalds. How is the state going to look at this? What are we going to do in our regulations to encourage the training of youngsters for jobs that really exist?

Our goal is to encourage employment of our youngsters, to give them an opportunity to be productive and work. I am questioning the evaluation mechanism and how are we going to evaluate whether the programs really are relevant for the youngsters.

Secretary CAVAZOS. Let me follow-up on that. First off, I want to say I am going to come back to practically where I opened this discussion—that was on the issue of basic skills, that if we provide good basic skills, the flexibility will follow.

I agree with you. It is very difficult for us to predict, well, where the job market is going to be a decade or five years down the road.

So, we need to add that flexibility to the local job market so students can learn the necessary skills—you are preparing students in a basic sort of way so they can adapt as the job market shifts.

The other point I will make here in terms of this issue is that we must work more closely than we ever have with the states and with the localities.

For us to say, well, here are the dollars and we will audit you at the end of the year is not really going to provide the kinds of leadership we need to have. So we are going to do site visits as appropriate.

Then, finally, the idea that I think we will continue to push which we have not done enough with already is that we must bring business into vocational technical education as a partner. We have talked too much, I am afraid, certainly I have, saying, "well, this is between the Department of Education and the state level." But really it is not.

It is the Department of Education, the state government, local schools, businesses, the students, and the parents. Everybody is a piece of this, and I think that we must put more emphasis on bringing the public sector, the private sector, and businesses into this discussion.

After all, that is why we are training people—to ensure that people will be working in the job market. So, I think if you put together the combinations of good sound basic skills and flexibility, and then tie in accountability and working with the states, and, finally, bring in the business sector, we might be able to stay ahead of shifts in the job market.

Notice, I said, we "might" be able to, because I cannot predict that we will be able to always predict exactly where that job market is going to be.

Would you like to add anything?

Ms. GUITON. Sure. I would just like to add that we make a basic assumption rightly or wrongly and that is that within the states and within the locality, it is in their best interest to understand where their local and regional economies are going.

We assume, and again, perhaps, wrongly so, that because it is in their best interest, that their assessment of their economic development needs would be a solid one.

We have worked with—we now work with about ten vocational student organizations throughout the country. They serve over three million students who are involved in quality vocational-technical programs in the more rural areas.

We have the National FFA organizations where there are partnerships developed in the Building Our America's Communities to tackle the problems of rural America. Students are working with business and with the residents of those localities.

We know that it is very difficult to determine what the needs are going to be, but there are some jobs that are going to be there regardless and they do require solid basic skills.

In almost every region of the country, we find that employers have difficulty fulfilling their requirements for workers with office skills for example. The whole area of computer technology, the health occupations, as our community, as our nation grows older will demand more and more qualified workers. So we are hoping that the partnerships that already exist with the vocational student organizations and major businesses will continue to expand and that the states and the localities will take seriously the problems that they are facing in terms of the work force that is needed to keep their economies strong.

Mrs. LOWEY. For the sake of all of us, let's hope we will be successful together. I look forward to working with you and I look forward to seeing you act as a strong advocate for enough resources to really solve this major dilemma in creating a work force that will be relevant to the 21st century.

That you very, very much.

Secretary CAVAZOS. Thank you.

Mr. FORD. Mr. Secretary, on behalf of the committee, I want to thank you for your presentation today and compliment you. It has been a long time since administration secretaries have walked into this room and had the kind of reception you have had from both sides of the aisle and I hope you take that as a sign that they are poised and ready to work with you.

I would ask that you will respond to the letters of members who have concerns in time for us to give full consideration to your specifics before we start the mark-up process as the chairman has announced that will start on April the 12th.

We look forward to working with you and we are optimistic, at least I think I speak for the members on both sides of the aisle, as a result of your appearance here today.

Thank you, again.

Secretary Cavazos. Thank you very much. I appreciate the opportunity and I guarantee you, we will work together, share these ideas and we will meet those deadlines and respond as appropriate.

I want to thank you, sir, and all of the members of the committee for their ideas and support and look forward to working with you.

[Whereupon, at 12:20 p.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows.]

MEMORANDUM

March 21, 1989

TO : Staff, House Education and Labor Committee
FROM : Director and Staff, National Assessment of Vocational Education
SUBJECT : Recommendations on Legislation for Vocational Education

In this document we shall attempt to spell out, in greater detail, the specific provisions that would be needed to implement the changes we have recommended in our testimony. In drafting both the testimony and this document we have assumed that the goals of current federal legislation are maintained--namely, greater access and accomplishment for special populations in vocational education and the overall improvement of the vocational enterprise. Our research has suggested that these remain important objectives and should be pursued. In addition, however, we seek greater integration of vocational education at the secondary level with overall education, particularly in light of the recent and dramatic state and local education reform movement. At the postsecondary level, we are also concerned with the very low rates at which students are completing technical training programs and obtaining related employment.

In our testimony on the reauthorization of the Perkins Act, we proposed separate and different approaches to the reform of secondary and postsecondary vocational education. The memorandum reiterates briefly our recommended federal objectives for secondary and postsecondary levels, and follows with specific recommendations for the legislation in each area. There are some issues (such as setasides) that are currently applicable to both sectors. Where we propose elimination or another major change affecting both sectors, we have covered them together in a section entitled "Other Administrative Recommendations." The document concludes with specific recommendations for changes in the federal role.

The key items our plan, discussed in the following sections, include:

1. Separate titles for secondary and postsecondary education,

2. Within each title, the development of indicator systems,

3. Within the secondary title, the development of state reform plans.

4. Within the secondary title, the distribution of most federal resources through competitive grants to schools on the basis of poverty initially, and a wide range of performance indicators eventually,

5. Within the secondary title, reservation of a small percentage of the funds for demonstrations to bring about systematic improvement,

6. Within the postsecondary title, the development of performance-based funding, with distribution of federal funds on that basis as performance data become available,

7. Within each title, states would retain up to 7% for state administration, and a total of 20% of the basic grant for the development of performance plans for statewide reform, indicators, and technical assistance,

8. At the federal level, the expansion of the capacity to provide leadership in vocational reform, indicator development and evaluation.

TITLE ON SECONDARY VOCATIONAL EDUCATION

We have argued for the need to both upgrade secondary vocational education and guarantee access to high quality vocational education for at-risk students. We believe that these twin goals, which motivate the Perkins Act, should be pursued together through the following objectives:

1. Upgrading the skill level of vocational courses, including specific job skills *and* transferrable academic skills such as mathematics, communications, and problem solving.

2. Integrating high school academic and vocational curricula so that: (a) students come to vocational programs well equipped with fundamental academic skills and (b) vocational courses provide an applied context based on broad and specific job training that reinforces and enhances academic skills and motivates students to excel in both academic and vocational courses.

3. Accelerating the education of at-risk students by providing these students with the extra assistance to succeed in the demanding and highly rewarding vocational courses.

4. Aggressively improving the placement opportunities of vocational students seeking into good jobs.

5. Acting to improve the linkages between secondary and postsecondary training so that the training is highly complementary for the majority of students who obtain training at both levels.

To pursue these specific objectives successfully, vocational education will need the full support of parents, schools, state education officials, state legislatures, governors, employers, and the federal government. As in the case of the academic reform movement, upgrading vocational education must stand on the efforts of states and localities.

To carry out these objectives, we propose a title that incorporates three main activities: a) the establishment of a state plan for upgrading vocational education, b) the development of indicators and measures of performance in vocational education, and c) the use of federal resources to enhance improvement through demonstrations and evaluation.

In order to design and carry out activities under this title, we propose state-level financial support much like that in the current Perkins Act. We propose that the current limit of 7% of funds under the Title for state administration be retained. We also propose that states be allowed to retain another 13% for the development of state reform plans, the indicators/measures system, and the provision of technical assistance. The uses of the remaining 80% of the title are spelled out in the discussion of uses of federal resources at the local level below.

A. The Development of State Reform Plans for Vocational Education

Development of state ***vocational reform plans*** for upgrading secondary vocational education systems would reflect the specific reform objectives we have described. The plans would be developed by the states with the assistance of an expanded federal vocational office. Our proposal relies heavily on states as the primary agents in reforming secondary vocational education. As we have learned from our implementation research and that of others, without a shared state and federal commitment to reforming vocational education, the federal resources are likely to have little real impact.

The plans would be expected to stimulate a level of reform comparable in scope to the ambitious academic reforms of the last decade. In preparing their plans, we expect that states would draw on their own accumulated expertise, the assistance of an expanded federal office, the National Center for Research in Vocational Education, and publications that describe innovative and "best practice" vocational initiatives prepared by the federal office, NCRVE and other research centers. The plan should indicate how the state will carry out each of these activities:

1. With the assistance of the federal office, develop, collect and disseminate performance indicators.

2. Conduct reform activities specified in the state vocational reform plans.

3. Manage the school program improvement grant process described below.

4. With the assistance of the federal office, conduct program demonstration and evaluation activities.

5. On the basis of school-level performance indicators, identify poor performing schools and provide substantial assistance to improve their performance.

We propose that states be required to submit to the federal office their draft reform plans by the end of June, 1991. Under the assumption that the federal law is reauthorized by the end of 1989, this gives the states 18 months to prepare their draft reform plans. After feedback from the federal office, final reform plans would be required by the end of June, 1992, that is, one year after submission of draft plans. Plans that are found to be unacceptable by the federal office would be resubmitted for federal approval by the end of June, 1993. States would be required to update and resubmit approved reform plans on a two-year cycle. We expect that, as the capacity of states to implement reforms expands over time, the scope and ambition of state plans would increase.

B. Development of Performance Indicators

The establishment and support of an extensive system of ***performance indicators*** will permit states to monitor the pace of improvement in vocational education--statewide and school level--much as they are now monitoring improvement in academic instruction. Our review of ongoing state reform in education indicates that reliable measures of school performance can be instrumental in fueling the public demand for serious program improvement. Our proposal would require states to collect data on important indicators that measure the performance of secondary vocational education.

In order to establish valid comparison of performance between states, a portion of the indicators should mean the same thing from one state to another. As we describe later, it would be the responsibility of the federal vocational education office, based on advice from a national indicators panel, (described in federal leadership section below) to define and establish procedures for measuring a 'core' indicators. The process of establishing nationally comparable indicators would be an ongoing process that is limited initially to a few key indicators.

We propose that by the third year after reauthorization all states should be required to collect data on a limited "core" set of indicators in at least three areas: labor market outcomes, vocational program completers, and academic competencies. Earnings and employment data are readily available from state unemployment insurance systems, making them cost-efficient to obtain. Academic competencies could be measured by the states from existing testing programs.

Based on indicators data,we propose that states begin publishing state indicator reports three years after reauthorization. By the fourth school year (1993-1994), states should require indicator reports from each school and identify poor performing schools. In order to provide fair appraisals of the effectiveness of high school programs, the indicator systems developed by states should be capable of measuring gains in achievement and competencies overtime, rather than performance only at graduation or some other single point in time. As noted in the section on federal leadership, the federal office will prepare a national indicators report by the end of 1992, using state and national data, and biannually after that using national and state-by-state indicator data.

C. Uses of Federal Resources at the Local Level

The allocation of federal funds to the secondary level should be designed to accomplish three objectives. It should direct resources to schools with great need for programmatic upgrading, enable states to demonstrate effective practices, and enable states to increase and exercise their capacity to upgrade vocational education. With these objectives in mind, the following is our proposed plan.

Program Improvement Grants: (70% of funds under the title)

States would identify eligible schools using a widely available poverty criterion. At the school level, eligibility for free or reduced-price lunch is probably the only such criterion (although one-high-school districts may be able to provide an overall poverty rate for the district). We recommend that grants be restricted to schools that fall below a particular poverty level or threshold. The threshold should be drawn so that the pool is restricted to schools with the greatest percentages or numbers of at-risk youth. The threshold would be set by each state so that the number of eligible schools is approximately 50% greater than number of schools for which funds are available. This will provide the states with some flexibility in awarding grants to schools that, through proposals submitted to the state, demonstrate the willingness and capacity to undertake a school-wide reform initiative.

It also means that ***comprehensive high schools can compete equally with vocational and other special facilities*** for federal funds. This equal footing is particularly important, based upon our finding that area vocational school districts currently receive a disproportionate share of federal resources. Further, some school districts spend all federal funds under Perkins in area vocational schools, thereby neglecting the upgrading of comprehensive high school programs.

States would invite proposals from all eligible schools to carry out projects that:

1. Upgrade the content of vocational courses to emphasize more advanced broad and specific job skills and transferrable academic skills.

2. Align and integrate high school academic and vocational education. This could include developing new applied learning courses that integrate instruction in academic and vocational skills and requiring students in well-defined vocational programs to achieve mastery of both specific job-skills and core academic skills.

3. Increase the placement of high school students in jobs that fully tap the skills acquired in high school. Such activities could include creation or enlargement of job placement centers in high schools, increased contacts between vocational teachers and employers, and organizational arrangements with local employers, where part of the responsibility for linking high school students with good jobs should lie.

4. Increase the continuity of vocational training between secondary and postsecondary institutions by working with representatives from postsecondary education. Administrators could establish well-defined sequences of training that cut across institutional boundaries.

5. Ensure that at-risk students, particularly dropout-prone students, handicapped students, limited-English proficient students, teen parents, and women enrolled in nontraditional programs, obtain the assistance necessary to gain access to and succeed in high- grade vocational education. Such assistance could include providing supplementary tutoring to students with basic skill deficiencies, if linked to directly to an upgraded vocational program.

6. With the assistance of the state office, design and collect performance measures intended to assess the success of the specific program initiatives just mentioned. These should include

measures of individual performance: academic skills, occupational competencies, program completion and quality; job characteristics such as wages, occupation, and industry; as well as school-level measures such as access and performance of at-risk students.

Proposals would also specify the means by which the project would be evaluated so as to ensure that information obtained from the project would be useful to statewide reform efforts.

States would evaluate and rank order proposals based on their likelihood of accomplishing the above objectives and the likelihood that the plans described can be carried out. In order to assure that schools have sufficient support to undertake major reforms, we recommend that a minimum school award should $50,000 for a schools with 1-500 students and $100,000 for schools beyond that size. We recommend a relatively high minimum award because we believe it is critical that schools have sufficient resources to undertake school-wide reforms. To accommodate such reforms as increased job placement, accelerated learning for at-risk youth, academic-vocational curriculum integration and the like will require such actions as hiring of additional personnel, released time and/or additional hours for teachers, purchase of curricula and other materials. While these grants are large, it should be noted that they are in keeping with current median Perkins grant size to separate area vocational school districts, which are usually one-school districts.

Grants made under this program would be for three years at the full level. During a transition year between Perkins and the new grant program, the schools would be selected and the grants awarded. A second phase could be undertaken four years into the new program, as resources were 'freed up' from the initial grantees.

Program Demonstration Grants (10% of funds under the title)

The second portion of the grant program to schools is designed not only to stimulate improvement but to carefully document and rigorously evaluate school-level program initiatives. This evaluation would allow states to identify and disseminate the most effective strategies for improving vocational education. All schools in the state would be eligible to compete in this portion of the grant program, but participating schools would be selected as follows: at least half from the same pool that qualified for program improvement grants (i.e., schools with substantial disadvantage), and all others selected in a manner chosen by the state.

Competition procedures and project approaches would be similar to those outlined for improvement grants. Once selected, however, each school would also develop an evaluation plan that met certain state-specified minimum standards. As described later in this document, some portion of these schools in each state would be included in a federally-coordinated evaluation effort funded under a separate title, and those schools would adopt the federal evaluation guidelines. Funding for these project would be at the same grant sizes as described for the program improvement grants.

Funds received by a school under either portion of this grant program would ***supplement and not supplant*** other resources from federal, state or local sources. "Supplement not supplant" should be defined in regulations to include the following ***tests or criteria***:

1. In districts with more than one school, schools aided under this grant should receive at least the same level of funding per student from other sources as schools that do not receive assistance under this grant.

2. In all districts, schools receiving aid under this grant shall receive at least the same level of "real support" per student (dollars adjusted for inflation) from other sources as they received in the prior year.

3. Schools receiving grants and students participating in reformed programs shall receive their equitable shares of services funded under other federal, state and local programs for the disadvantaged or other special populations.

Match, excess cost and maintenance of effort requirements could be eliminated if these criteria were adopted.

TITLE ON POSTSECONDARY VOCATIONAL EDUCATION

We have argued that federal policy should emphasize education and job placement activities that enable students to complete an in-depth and coherent program of vocational study, and obtain jobs that make full use of that training. Federal vocational funding is too small, however, to finance all the programs needed to bring about these goals. Rather, it can provide a stimulus for change. To that end, the title should have three basic objectives:

- To improve rates of program completion and placement in training-related jobs,

- To provide special assistance to "at risk" populations for whom the problem of non-completion is most serious.
- To improve the transition from secondary to postsecondary vocational education in a way that results in a more coherent and in-depth training program for students.

We recommend that states use the funds they direct to postsecondary vocational education to develop a system of performance-based incentives. This system would use indicators developed by states and keyed to three areas of performance: educational attainments (e.g., completions, advanced course-taking), occupational competencies, and labor market outcomes (e.g., employment, earnings). We recommend two specific mechanisms to encourage improvement: 1) dissemination of information to students, policymakers, employers and the public on the performance of vocational education training institutions; and 2) distribution of federal vocational education funds to institutions based on state developed performance funding formulas.

Performance incentives would replace the current emphasis on inputs and process in the Perkins Act with financial incentives based on student outcomes. This will: a) shift the emphasis in federal policy from compliance with rules for spending funds to obtaining better results for students; b) induce vocational educators to use more of their state and local resources--not just the small amounts provided by the federal government--in ways that will enhance student performance; and c) create incentives affecting all postsecondary institutions, not just those receiving federal grants.

We emphasize that each state should develop its own performance-based system reflecting its goals and priorities. Differences among states in the organization of postsecondary vocational education and the kinds of performance information already available make it undesirable and impractical to design a single performance-based system for each state.

A. Indicators of Program Performance

Initially, the main state-level activity at the postsecondary level would be indicator development. States would be required to develop measures and award incentive aid based on three types of indicators, labor market outcomes, learning outcomes and educational attainment. Each is discussed is some detail below:

1. **Labor Market Outcomes.** Labor market indicators include the rate at which students are placed in jobs, whether placements are "training related", the duration of employment and unemployment, and the level of earnings at entry and at specified times thereafter. Given that the basic purpose of postsecondary vocational education is to prepare students for jobs, labor market indicators must play a major role in assessing program performance.

It is feasible to monitor many of these labor market outcomes at relatively low cost and without intrusive follow-up efforts. This can be accomplished by drawing on existing administrative data that all states routinely collect to operate their unemployment insurance systems. Previous school-administered student follow-ups have been characterized by unacceptably high levels of non-response and bias. Data covering employment and earning are now collected routinely from employers on a quarterly basis. Other major advantages of state unemployment insurance data are that they are objective information and can be used to measure both short-and long-term labor market outcomes. By following students over a longer period of time, the full labor market effects of vocational education programs can be gauged. This information can be augmented by data on military and postsecondary enrollment and supplemental employer surveys to obtain occupational classification data. The feasibility of using state unemployment insurance data to assess students' employment and earnings has been demonstrated in several states.

State unemployment insurance data do, however, have several limitations. Not all categories of workers are covered, out of state workers cannot be traced using a single state's data, only total earnings per quarter and not wage rates are reported, and workers occupations are not identified. Many of these limitations can be rectified by linking unemployment insurance data with additional data sets, or by adding limited and low cost follow-up employer surveys to determine a worker's hourly wages.

One difficulty with measuring labor market outcomes is that differences in institutional performance may reflect not only differences in program quality but also differences in the types of students served. A program serving many academically disadvantaged students is unlikely to have completion or placement rates as high as a program that serves better prepared students. Differences in student performance may also reflect differences in local or regional labor market conditions. Adjusting for differences in student characteristics and differences in labor market conditions are difficult but not impossible. The Department of Labor has addressed the same problems under JTPA by formulating statistically-based adjustment models that states may use, or further modify, to weight the performance standards imposed on service delivery areas (SDAs). These models take into account multiple client characteristics and such local economic factors as average wages, poverty levels, and employment rates. Similar models could be used to adjust observed labor market outcomes for vocational education students.

2. Learning Outcomes. Learning outcomes include the rates at which students obtain state certification; demonstrate minimum occupational competency or 'employability' in their fields; their scores on tests of occupation-specific knowledge and skills; and ratings of performance in related basic skills, attitudes and generalized employability skills.

Measuring learning outcomes is far more complex than measuring labor market outcomes, but methods of testing both general and occupation-specific knowledge and skills or competencies are available. Competency tests have been created in conjunction with efforts to introduce competency-based curricula into vocational education. States such as Oklahoma, Vermont, Minnesota, Colorado, and Pennsylvania are implementing competency-based vocational curriculum and developing tests that measure the skills and knowledge that students completing a program of vocational study should possess. Tests covering a wide variety of occupational fields have been developed by private organizations and are currently used by some postsecondary institutions. In Tennessee, criteria for obtaining 5 percent greater higher education funding include the performance of students on tests in their major fields, and as a measure of general educational competence, student test score gains from college entry to exit on the ACT entrance examination.

Some experience in using competency measures to assess program performance has also been acquired under JTPA in connection with that program's 'positive termination and 'employability enhancement' standards for judging youth training activities. In JTPA, greater emphasis has been placed on more general 'prevocational' competencies than on detailed occupation-specific measures.

The experiences in JTPA and Tennessee indicate that it is possible to tie performance funding to measures of occupational competency and knowledge, but that the process of developing such measures can be time consuming. It may take considerable time to make measures of vocational competency totally operational in all states. Measures of basic skills and general literacy are, however, already in use widely.

Like labor market outcomes, measures of learning outcomes must be adjusted for differences in student characteristics before they become valid measures on which to compare institutional performance. There are two ways in which this may be done. One is to focus on the average student learning gains (differences between pre- and post- test scores) rather than on the gross levels of knowledge and skills. In Tennessee's performance-based funding system, this 'value added' is computed by comparing changes between student entry and exit on the ACT test. The other method is to develop statistical adjustment models similar to those used in JTPA.

3. Educational Attainment Outcomes. This category includes completion rates, continuation rates, course-taking in a sequence, course-taking above the introductory level, or (to encourage greater secondary/postsecondary "articulation") course-taking in a tech-prep or similar type program. Continuation and completion rates can be determined at little cost from existing administrative data (student records), which are automated in an increasing number of postsecondary institutions. If adjusted for student characteristics and length of program these data can be used to compare completion rates among different institutions. For equity purposes they can be used to compare unadjusted differences in completion, continuation and advanced coursetaking among students of different races, genders and economic backgrounds.

Federal policy should *require the adoption of multiple definitions of performance*. Single measures could result in perverse effects--teaching to the test, substitution of job search assistance for real training, or dilution of graduation requirements. If schools can be rewarded for doing well in one area, such as placement, but can ignore their responsibilities in other areas (e.g., student learning), performance funding would create undesirable incentives. States should be required to design formulas so that no single indicator category counts for more than 50 percent of the total performance rating. It may also be desirable to incorporate explicit penalties in the funding formula for institutions whose performance is one-dimensional.

B. Issues of Fairness

Proposing incentive systems always leads to concerns about the potential for 'creaming,' that is, recruiting only those students with the greatest likelihood of success. There are two reasons why 'creaming' is not likely to be a serious matter in implementing performance-based funding of postsecondary vocational education. First, community colleges, technical colleges and vocational technical schools do not generally have long queues. They take all students who wish to enroll. Second, even with performance-based funding, 95 percent of postsecondary vocational funds are likely to remain based on enrollment criteria. It is highly unlikely that an institution or program would restrict its enrollments in order to maximize its performance rating. In contrast, the dual system of both performance incentives and performance contracts used in JTPA has resulted in considerably more total resources being awarded on the basis of performance than is likely to be the case in vocational education.

Although selective admissions may not be an issue, the fairness of any performance-based system requires that performance ratings not penalize those institutions that enroll 'at risk' populations. Indeed, it is current federal policy to provide funds to assist these groups and under a performance-based system, institutions that serve special populations effectively should receive special rewards. To insure that this occurs, **federal policy should require that state systems: a) adjust for non-performance factors; b) reward both program improvement and 'value-added;' and c) provide substantial additional weight in funding formulas for performance of students in special population categories.** Each of these is discussed below.

To insure that the performance of institutions is fairly compared, states should be required to adjust for major factors that affect outcomes but are outside the control of vocational educators. Two of the most important of these factors are local labor market conditions and student characteristics.

It is important that incentives be designed so that all postsecondary training institutions, not just those whose students perform best, make an effort to compete for performance-based rewards. To insure that relatively low-achieving institutions are encouraged to improve and are rewarded, a substantial portion of the performance-based funding formula should be based on measures of institutional improvement (changes over time in placement, student earnings, completions, occupational competency), or value-added (increases in student learning from entry to exit). It should be noted that measures of institutional improvement and value added are not necessarily interchangeable. Both are, however, desirable.

State-developed performance funding systems should be required to provide tangible incentives to serve special populations, which may be more costly to educate. This can be accomplished by ***requiring that each state's incentive funding formula provide substantial additional weight, perhaps as much as 30 percent, for students whose need is great.*** At the postsecondary level, additional incentives should be created for four special populations: the academically and economically disadvantaged, the handicapped, older students returning to the labor market after a long absence, and women and men in non-traditional programs. It will be necessary for ***each state to develop a consistent and meaningful definition of students in each of the weighted categories.*** For example, academically disadvantaged might be defined as a student who enters postsecondary education with a reading score below the 9th grade level. Economically disadvantaged could be defined as someone eligible to receive a Pell grant, Food Stamps, other welfare benefits, or someone receiving unemployment insurance for a period of 3 months prior to enrollment. A person returning to the labor market might be someone above the age of 24 who has neither worked for salary or attended postsecondary education during the previous 3 years.

Performance-based funding can fail to motivate institutional improvement if the financial consequences of poor performance are indistinguishable from superior performance. This may occur if performance standards are set so low that virtually all institutions are assured of meeting these standards, or if states simply reallocate their own funds to "reimburse" those that lose federal funding. The standards problem can be addressed by ***requiring that the funding formulas that states develop allocate funds proportionately to their performance rating, and that at a minimum, the bottom 5 percent of eligible institutions receive no performance funding.*** The substitution problem is discussed in section F below.

C. State Administration of Performance Funding

Currently the Perkins Act requires states to designate a single agency to oversee the administration of federal funds for both secondary and postsecondary vocational education. There are only a handful of states in which the designated board is responsible for overseeing state and local postsecondary vocational education. In most states the sole state agency is responsible only for secondary vocational education, and perhaps, adult or vocational-technical schools. The postsecondary agency most responsible for administering postsecondary vocational education system often plays a limited role in overseeing the use of Perkins funds. Sometimes major providers of postsecondary vocational training are, in effect, excluded from receiving Perkins funds. The success of performance-based funding requires strong state leadership at the postsecondary level, which under the current Act is not always facilitated.

We recommend that the *governor of each state designate a "lead" agency responsible for developing and administering the postsecondary performance information and performance-based funding system.* The designated agency should be *required to state publicly which types of institutions* (community colleges, postsecondary vocational-technical schools, technical colleges, area vocational schools, etc.) *are eligible to receive federal vocational education funds.* Public disclosure will make decisions to exclude certain types of institutions more difficult.

Performance incentives will be most effective when applied to a broad range of vocational training institutions. However, community colleges may differ sufficiently from technical colleges and vocational-technical in their approach to vocational training (especially in requirements for academic coursework) that one set of performance measures could effectively exclude one type of institution or the other from receiving federal funds. Therefore, we recommend that *the designated state agency should be permitted to allot separate pools of money to different types of institutions based on their full-time equivalent enrollment in for degree or certificate bearing credit courses in vocational programs.* Vocational training institutions of a similar type would then be rated on performance and their allotted pool of resources distributed accordingly. It is preferable that states determine full-time equivalent counts in vocational programs on the basis of credits earned in vocational subjects. Adjustments in the share allotted to different pools should occur at least every three years, based on changes in enrollment.

The same percentage of funds allotted under the title for state administration and indicator development at the secondary level shall also be available to the designated postsecondary agency. Twenty (20) percent of the postsecondary title should be available to the designated postsecondary agency, with at least 13% for the design and implementation of the performance information and performance-based funding systems, and no more than 7% for state administration.

D. Allocation of Funds to Postsecondary Vocational Education

Under the current Act, each state establishes its own division of resources between secondary and postsecondary level vocational education. the result has been wide variations among states in the share of their Perkins funds for the postsecondary level. Eight states allocate less than 20 percent of their Perkins funds to postsecondary vocational education, and 9 states allocate more than 60 percent of their funds to this level. Obviously, states that allocate a small share of their total funds to the postsecondary level cannot be expected to provide credible financial incentives geared to performance. Where postsecondary expenditures are less than 20 percent of the state's Basic Grant allocation, it is appropriate to require states to design and implement a system of performance information only.

E. Phasing In the System

Development of a fully operational performance incentive system will take several years, and periodic 'fine-tuning' thereafter. We recommend that *performance-based funding be phased-in over a four year period*. In *Phase I* (years 1 and 2 after reauthorization), states would be required to develop and implement a system of performance information. States would identify performance indicators, develop appropriate measures, obtain the necessary data, and issue performance reports appropriate for different audience at the end of that period. In most states this system should focus initially on measures of program attainment and labor market outcomes. The sources of information necessary to measure these performance outcomes are readily available in school records and in the state unemployment insurance wage record data. Because of their complexity, measures of learning outcomes, because of their complexity, may take somewhat longer to put in place.

Secondary and postsecondary designated agencies should be strongly encouraged to cooperate in the development of performance measures. Designing ways to access state wage record data, determine whether placements are training related, and measure certain occupational competencies are most efficiently undertaken as joint secondary-postsecondary activities.

Cooperation would not preclude secondary and postsecondary systems from using different measures of program performance, or placing different weights on similar measures.

In *Phase II* (years 3 and 4), states would develop and implement a system of performance-based funding. States would develop rules for linking the allocation of their federal vocational education funds to institutional performance on various types of student outcomes. Year 3 should be devoted to development of appropriate formulas and trial runs that forewarn institutions about how their federal funds are likely to be affected by a performance-based formula. In year 4, states should be required to allocate all of their federal vocational education funds at the postsecondary level based on a federally-approved performance funding formula.

F. How Federal Funds Are Used

Performance-based funding leaves decisions about how federal funds are to be spent up to local educators. We recommend only two obvious and limited restrictions on the uses of federal funds. First, institutions that receive performance awards should be ***required to use federal funds for the improvement of vocational education programs***. Whether they buy equipment, improve curricula, hire teachers, or give bonuses to their best teachers is their decision. Second, ***performance rewards should nto lead to a sutiation where they supplant other sources of state and institutional support for vocational education***. If states can decrease state support when they reward an institution with performance-based federal funds, it will effectively undo any incentive to improve.

G. National Indicators

The primary purpose of this proposal is to develop fair and objective measures and incentives for improved program performance, appropriate to each state. Nonetheless, there is additional incentive value in comparing performance among the states. Comparison can spur states that have been lax in developing a performance orientation. Unfortunately, existing national data are inappropriate for drawing valid estimates by state, and rarely contain the types of information needed to fully gauge vocational performance. We therefore recommend that ***each state be required to provide its performance reports to the federal government***. In turn, the ***federal office of vocational education will prepare a report for biannual submission to Congress on national indicators in postsecondary vocational education***. We recognize that states will measure performance in different ways. Consequently, comparisons across states will be limited to those areas in which similar measures are employed. Initially, the area most suitable for comparison is labor market outcomes, where the unemployment insurance records are standardized across states and it is easy to define outcomes precisely.

H. Inclusions and Exclusions

For purposes of determining performance ratings, only students taking credit courses in degree or certificate bearing programs should be included. Various forms of one-time only courses, recreational course-taking, customized training or training that is subject to performance contracts (e.g., under JTPA) should be excluded. Customized training and other contractual training arrangements already contain explicit or implicit performance incentives.

There is also an important issue regarding how to treat proprietary schools and other private sources of vocational training. It is desirable to include private training institutions in the performance-based system in order to provide potential students with information on all of their training alternatives. Since geographic accessibility can seriously limit student choice, inclusion of proprietary schools in the performance information system may be the only way to provide students with information on all the schools in their community. Unfortunately, proprietary schools are not likely to be completely cooperative in identifying their students or providing information on fields of study.

As a result, we do not recommend that states be required to make proprietary schools eligible for performance funding. Students attending proprietary schools already receive $2.8 billion in federal student grants and loans. Moreover, the private nature of these institutions implicitly makes them accountable to their customers for performance. We do, however, recommend that the Higher Education Act be amended to require all institutions, as a condition of eligibility for their students to receive Pell Grants and Stafford loans, to provide social security numbers for all enrolled students, and to identify those receiving degrees and certificates to the state agency responsible for performance incentives. This will permit consumers to have comparative information on completion rates, and on the earnings of students who complete programs.

I. Privacy

States must be required to develop systems that insure that the privacy of individuals not be violated. It is not the purpose of this performance-based policy to obtain or reveal any information about the achievement, earnings or employment of any individual. Nor must there be any possibility that this will occur unwittingly. One requirement should be that no state will publish information on an institution or program in which there are fewer than 5 students. Under those circumstances, and for reasons of validating as well, it may be desirable to use a three-year rolling average of student performance to measure institutional performance.

OTHER ADMINISTRATIVE RECOMMENDATIONS (applicable to both secondary and postsecondary sectors)

A. Eliminating Set asides and the Intrastate Formula

We propose the elimination of the current special population set asides as well as the intrastate formula for allocation of handicapped and disadvantaged setasides. The rationale for eliminating the set asides and intrastate formula includes the following concerns, expressed in our testimony as well as in the work of the General Accounting Office and others.

1. NAVE findings of extremely small grant awards which, in turn, provide for services marginal to vocational instruction.

2. Complaints from eligible recipients that documenting compliance with set asides is largely a tedious bookkeeping exercise.

3. Implicit in the setaside notion is the belief that there are well-known effective ways of using the resources--and in the cases of disadvantaged students and sex equity, in particular, there are not.

4. The intrastate formula has failed to direct greater resources to districts with highest poverty rates--in part because of the looseness of definitions (such as academically, economically disadvantaged) and in part because it accounts for only a third of the basic grant funds. At the postsecondary level, the implementation of the provision has been uneven at best, since there are no systematic ways of counting eligible students.

The performance reform plans and indicators for secondary education (and incentives/rewards at the postsecondary level) would focus on achieving the goals of Perkins--in particular to increase the *access* to, and *completion* of, high quality vocational programs by special populations. The measures also emphasize the extent to which students obtain work in the fields for which they train. For example, currently young black males with job-specific training and women who enroll in nontraditional programs have training-related placement rates near zero. Under the performance reform and indicators approach, it would not be enough to spend resources on assessments of abilities or recruitment efforts for these students, as is currently the case. States and localities would have to create active placement efforts to rectify these problems. By shifting federal concern from inputs alone (expenditure of funds, services offered) to outcomes, states would be accountable for *results*, not just for documented services, excess costs or match.

This approach is needed, in part, because the input approach of the set asides has failed to make the connection between Perkins goals, the services purchased and results in terms of upgraded offerings, greater levels of completion, and jobs. Using the disadvantaged setaside as a case in point, the services funded are often peripheral to vocational instruction. Or, because the federal funds can only pay for a portion of excess costs, eligible recipients frequently identify high-cost existing services and attribute a portion of the costs to Perkins. In both of these cases, the set asides, with their financial 'earmarking' do little to add to the quantity or the quality of vocational education for disadvantaged students. The measures and indicators approach would focus attention on the needs of disadvantaged students in *all* school districts, thus ensuring the 'leveraging' of state and local resources for federal goals, and would highlight successful schools and their practices.

With respect to the sex equity setaside, the problems are equally acute. Only about 7% of regular school districts receive grants. Our survey and case studies findings make clear that when districts do not receive funds they undertake few activities to promote sex equity in vocational education. By developing state reform plans and indicators, *all* districts would have to pay attention to rates of student enrollment in nontraditional programs, systematic coursetaking and employment outcomes.

Under the Perkins Act, postsecondary institutions are most likely to receive funds under the single parent and adult set asides. With respect to the adult setaside, we have found that eligible recipients tend to view the federal funds as general aid for programs. With respect to the single parent-homemaker setaside, the problems of returning to the labor force are serious, and the incentive approach holds promise beyond current input funding. While the availability of Perkins setaside support has enabled a limited number of institutions to undertake small-scale efforts on behalf of these students, the efforts are currently dependent on the continuation of outside funding. Under a performance indicator-incentive approach, program completions and training-related placements by these disadvantaged students would receive *additional* rewards, making it considerably more likely that most or all institutions would be induced to attend to their needs.

In short, the advantage of the performance measure, indicator (and postsecondary incentive) approach is that it directs the attention of states and institutions to the Perkins goals and, without the inefficient "strings" of federal legislation (match, excess costs, maintenance of effort), ensures that state and local resources will be directed to those ends. Much more than a system that stresses financial inputs, it puts the public spotlight on the effects of vocational education for special populations.

B. Eliminating Section 204(c)

We are proposing the elimination of section 204(c) for a number of reasons. First, our finding is that the assessment process, while using a substantial portion of federal setaside funds, has not led directly to upgraded access or offerings. In part, the provision does not appear to work effectively because our knowledge of effective practices is meager. In some respects it provides a perverse incentive to offer "support" or ancillary services rather than focusing attention on improving vocational courses or instruction. It is a model built on assistance to the handicapped, which may not be appropriate when the problem is not one of giving individuals the ability to succeed in conventional offerings but of bringing about institutional and curriculum change. The purpose of the proposed demonstrations is to learn what approaches and services are most effective. It is possible that, once that information is known, federal legislation could be more directive with respect to appropriate services.

C. Strengthening Other Provisions

Certain provisions of the existing law need to be strengthened regardless of the changes we propose. Foremost among these is the equal access provision. Language should be included in legislation that makes it clear that this provision does not apply solely to programs that receive federal support, but to all local recipients of federal funds (if not all states that accept funds). If notification of available vocational offerings is continued, it might be useful to further prescribe that parents be notified simultaneously of their children's right of equal access to all vocational offerings and services.

FEDERAL LEADERSHIP IN VOCATIONAL REFORM

The plan we have outlined requires a far more aggressive federal role in vocational improvement than in the past. The main functions of the federal vocational office would be to:

- Work directly with top-level state leaders to broaden public support for the reform and improvement of secondary and postsecondary vocational education.
- Review proposed state plans for the reform and improvement of their systems of vocational education and provide technical assistance in the planning and implementation of those plans, as needed.
- With the advise of a National Panel on Vocational Education Indicators, recommend priorities for the development of capacity at the state and national levels through identifying the best extant indicator systems and reporting on the performance of vocational education.
- Provide technical assistance to the states in the design and implementation of their indicator systems and reporting capabilities.
- Work with the states to identify and rigorously demonstrate and evaluate promising new ideas for policy and practice.
- Highlight the federal interest in improving vocational education for special populations and assure the fairness and reliability of information provided for monitoring state performance.

To carry out these functions will require significantly expanding the amount and improving the quality, of technical assistance that the federal office is capable of providing. The federal vocational office must possess the authority to influence states to more ambitious change than they would otherwise have attempted. To carry out this role we propose the following specific activities.

A. Vocational Education Indicators

The legislation should create a National Panel on Vocational Education Indicators to: (1) recommend to the states guidelines on indicators that should be developed; (2) report biannually on state-level progress in developing indicator systems, serving special populations, and improving programs; and (3) identify the best practices among state-level indicator systems. The Panel should be charged with reviewing plans developed by the federal office of vocational education for the federal collection of data on vocational education and recommending priorities. The Panel should have 12 members with a two-to-one balance between policymakers and experts in research areas related to vocational education. The policymakers should include at least two members from statewide general government, a chief state school officer, a chancellor or other postsecondary leader, three vocational educators, and two representatives from business. The group must fully represent women, minorities, the handicapped, and other special population groups.

The Vocational Education Indicators Panel should establish two subgroups--one for secondary and one for postsecondary vocational education. The institutional contexts of secondary and postsecondary vocational education are sufficiently different, and the additional aspect of incentive funding at the postsecondary level sufficiently complex, to require separate representation and expertise at each level.

B. National Data Collection on Vocational Education

The federal vocational education office should have authority for the collection, analysis and dissemination of needed national level data on vocational education. Specific funding for that activity should be included in reauthorization. The office could then choose to collect the data independently, or work through other offices of the Department. Priority should be given in the collection of new data to establish bench marks of performance in areas of state-level indicator development and for purposes of federal policy analysis.

Oversight of this national data collection activity should rest with the Indicators Panel rather than any other offices of the Department of Education or an interagency committee. This is necessary to provide *purpose and direction* for the federal collection of data on vocational education. Other agencies of the Department with funds and the authority to collect education data have demonstrated repeatedly how low their priorities for the collection and reporting of new data on vocational education. The results of data collection and analysis would be expected to contribute directly to the development of state level indicators in a way that separate research or data collection activities coordinated through other inter-Departmental committees or offices could not accomplish. The prospects of an interagency panel establishing any priorities for vocational education data collection and analysis are vanishingly small.

C. Indicator Research Grants Competition

Another activity in indicator development should be a national research grants competition to support the long-range development of new indicators and new ways of measuring the performance of vocational education. The awards would go to individual investigators in an open, peer-reviewed, annual competition. This activity is crucial for attracting talented researchers to expand our knowledge about measuring the performance of vocational education systems.

D. Technical Assistance

From the first stages of developing state proposals for the reform and improvement of vocational education through the development of indicator systems, the federal staff must have the expertise, resources, and level of experience to help improve state plans, find creative solutions to problems, and make sure states understand federal requirements. The provision of expert "technical assistance" should be the leading edge of substantive leadership from the federal office in working with the states to achieve reform and improvement in vocational education.

The federal office must include at least a few "in house" staff who actually conduct research on vocational indicators. These staff would be expected to contribute ideas and substantive expertise to both the process of technical assistance and the general business of the federal office. Explicit authority and priority should be specified in the law for the appointments of several such resident researchers or policy analysts. The possibility should be included of making their appointment for three years or less to provide for bringing in new people over time. Existing Schedule A Civil Service personnel authority can be used if the Congress so directs.

For postsecondary education, the federal role should be to specify basic rules within which to guide states in developing performance-based systems. The federal office would be expected to design prototypes of alternative performance-based systems that states may adopt or modify, and provide states with substantial technical assistance in implementing data collection, information dissemination and performance funding.

E. Demonstrations

A final aspect of the information and assistance strategy of federal leadership should be the expansion of capacities in the states and the federal office for conducting major demonstrations and evaluations. Evaluations should be based on large-scale demonstrations at the secondary and postsecondary levels of whole school models of effective vocational education or innovations in policy. At the secondary level these demonstrations could be conducted in areas such as applied learning, serving disadvantaged students, raising the level of job skill training, job development, job creation, and connecting students better with jobs. At the postsecondary level, two possible additional areas are improving rates of program completion and performance funding.

At the secondary level, the structure for conducting demonstrations and evaluating them should be as follows: (1) the states support demonstrations from the federal Basic Grant program as part of their overall strategy of reform and improvement (this was outlined above), and (2) evaluations are conducted jointly by the states and the federal government.

The federal law should specifically authorize the conduct of evaluations by the federal office of vocational education, as one of the National Program activities. The authorization level should be high enough to support up to ten evaluations of state demonstrations, including both the direct costs of evaluation and the additional expenses borne by sites to accommodate the federal evaluation. Each year, states would nominate a number of sites for federal evaluation in substantive areas determined by the federal office of vocational education (e.g., applied learning). The federal office would then select some of these sites for federal evaluation and pay the full costs of those evaluations, including any extra costs borne by the sites.

Special legislative language is needed for this evaluation activity that allows: (1) federal funds to be used for evaluation contracts lasting up to five years, and (2) the use, as appropriate, of experimental and control groups to measure the effects of experimental programs.

7. National Center for Research in Vocational Education

An additional future source of substantive expertise in the design and conduct of large-scale experiments and demonstrations in vocational education should be the National Center for Research in Vocational Education. Its mission should be reoriented, starting *after* the completion of the current five-year grant period, to one of supporting the federal office and the states in the design and implementation of large-scale experiments and demonstrations to answer major questions of vocational education policy at the state and local levels.

The National Center should continue to provide service to vocational education in making use of the results of research and evaluation activities. The Center could become the organization responsible for disseminating the results of the state-conducted demonstrations and evaluations. We envision that the National Center would assist states as they develop their reform plans and assest schools as they prepare proposals to compete in state program improvement and demonstration grants competitions.

G. Staff and Organization

Performance of these new functions of the federal office of vocational education requires an increase in the size of the staff from the current 100 positions to 130. Action needs to be taken by the Congress to increase the salaries and expenses budget of the Department of Education to the level required. The additional substantive knowledge and skills required in the federal office are in areas such as school improvement, effective schools, economics, statistics, sociology, psychometrics, experimental and evaluation design, and policy research.

UNITED STATES DEPARTMENT OF EDUCATION
WASHINGTON, D.C. 20202

March 24, 1989

John F. Jennings, Counsel
SubCommittee on Elementary, Secondary
and Vocational Education
B-346-C Rayburn Office Building
U.S. House of Representatives
Washington, DC 20515

Dear Jack:

Here are some revisions to the legislative plan that I submitted to you two days ago based on suggestions of the Advisory Panel to the National Assessment of Vocational Education. In general, the Advisory Panel strongly approved the plan. Their suggestions were as follows:

1. The recommendation on minimum awards (page 7) needs to be clarified. The recommendation is that the minimum amounts specified for awards per secondary school are per year for three years. Therefore, the total amounts would be three times $50,000 (or $150,000) for schools with between 1 and 500 students, and three times $100,000 (or $300,000) for schools with over 500 students.

2. The recommendation on page 5 is that Program Improvement Grants should be targeted to schools below a poverty threshold. Large districts might have several schools below the threshold and all would be eligible for Program Improvement Grants. As described in the plan, the threshold should be drawn so that schools with either a high percentage or a large total number of at-risk youth would be eligible. This insures that large schools with a number of at risk students would be eligible, even if their percentage of the total school population was not that great.

3. As described in the federal legislation, state reform plans should spell out how all resources for vocational education in a state, as well as resources from other state and federal programs, would be utilized to improve secondary vocational education.

4. States should also be encouraged to consider a wide range of improvement initiatives in their state reform plans, and not just school-based program improvement. These initiatives could include the improvement of vocational teacher education and other professional development activities, and enlisting the commitment of employers to comprehensive strategies of job development and placement for students.

5. For the secondary title on page 2 of the plan, the fourth objective should be, "Aggressively improving the assistance provided to students for placement in good jobs."

6. The mission of the National Center for Research in Vocational Education should balance the design and implementation of large-scale experiments and demonstrations with the conduct of supporting research and the provision of service. The Center's capacity for both carrying out experiments and providing service requires having appreciable breadth and depth of capacity in research.

Please feel free to call if you have any comments or reactions to our plan.

Sincerely,

John G. Wirt, Director
National Assessment of
Vocational Education

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LEGISLATIVE INFORMATION

STATEMENT
OF THE
NATIONAL EDUCATION ASSOCIATION

ON THE

CARL D. PERKINS VOCATIONAL EDUCATION ACT

SUBMITTED TO THE

SUBCOMMITTEE ON
ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION
OF THE
EDUCATION AND LABOR COMMITTEE

U.S. HOUSE OF REPRESENTATIVES

APRIL 12, 1989

MARY HATWOOD FUTRELL, President • KEITH GEIGER, Vice President • ROXANNE E. BRADSHAW, Secretary-Treasurer
DON CAMERON, Executive Director (202) 822-7300

Mr. Chairman and Members of the Committee:

The National Education Association represents 1.9 million professional and support employees in public elementary, secondary, vocational, and postsecondary schools throughout the nation. We appreciate the opportunity to present our views on H.R. 7, the reauthorization of the Carl D. Perkins Vocational Education Act.

Future demands

The Vocational Education Act is one of the oldest federal education programs in existence, and it continues to play a viable and essential role in federal education policy. NEA believes the federal government must maintain — indeed increase — its support for vocational education to help open the doors to educational and economic opportunity and to help schools keep pace with the increasing demands of technological and social changes in the workplace. This reauthorization process provides an important opportunity not only to extend but to enhance the federal role in vocational education.

America's businesses and industries are undergoing rapid and dramatic change. Harvard economist Robert Reich writes: "Productivity...is no longer simply a matter of making more of what we already make at less cost per unit. To add greater value to the world economy, we have to provide higher quality goods, and tailor our products and services to the particular needs of consumers." Reich concludes that the impact of this change is that businesses must be more flexible and that workers, too, must be able — not only to adapt to changes — but to initiate change and innovation.

At the same time, the training requirements of even the most mechanical jobs are rapidly changing with innovations in technology. Automotive mechanics must now be capable of operating sophisticated electronic diagnostic equipment. Draftspersons must be conversant in computer skills. Office workers must continually adapt to innovations in office equipment. For vocational education programs to be meaningful, they must provide training in today's job-related skills and help participants improve overall learning skills. In other words, basic skills — including reading and computation skills — are now essential prerequisites to vocational skills. And increasingly, higher order thinking skills — synthesis, problem-solving, and creativity — will be necessary to success in the marketplace.

The need for federal involvement

The traditional federal role in education has been to assure access to educational opportunities within the public schools and to ensure that access is meaningful by enhancing the quality of these educational opportunities. Moreover, the federal government has played a vital leadership role in setting high goals and standards for students and educational institutions, as well as providing funding assistance to help them meet those standards. The current federal effort in vocational education is structured within these parameters.

The need for continued federal involvement in vocational education programs is driven both by economics and demographics. Increasing demands of the economy, and the rapid changes that take place in today's workplace, require that Americans of all ages and backgrounds have opportunities for both initial training and ongoing skills enhancement. In addition, demographic and social factors demand that we continue progress in expanding educational and economic opportunities for women, minorities, and others. At present, women constitute more than half of the work force. Demographic projections show minorities growing faster than the majority population. In some states, such as California and Texas, today's minorities will be the majority of the population by the turn of the century. At the same time, since the overall population growth rate has slowed while the demand for labor has increased, we must do more to assure that all our citizens are adequately prepared to be capable, productive members of the work force, and active in our nation's political and social institutions.

The Vocational Education Act programs currently in effect are designed to expand and improve vocational education programs and increase access to high-quality vocational programs for traditionally underserved populations, including women, minorities, disadvantaged students, the handicapped, and students with limited English proficiency. In fact, more than half of the federal Vocational Education Act's funds are used to expand educational opportunity for these "special" populations. These "setasides" for special populations play a vital role in the educational effort. Special funding considerations to assure the access of unique populations to vocational education opportunities must continue to be a fundamental part of the Act. However, it is also important that we address some of the difficulties that have occurred in implementing these provisions in the past.

The National Assessment of Vocational Education reveals that in come cases, for instance, setasides have led to widely varying allotments among different institutions, and have frequently resulted in grants to school districts that are too small to carry out any substantial activity. In addition, when presented with insufficient federal guidance, states and localities have not done enough to target federal resources to students with the greatest needs.

It is critical to safeguard funding for special populations while assuring the most effective delivery mechanisms possible. NEA continues to be strongly concerned that the access of various special needs students to vocational education is safeguarded and that funds allocated for this purpose are spent effectively. Unique among the setasides is the 3.5 percent devoted to sex equity programs. And yet, funds provided to promote sex equity in vocational programs are far too small to carry out their purposes. Three-fourths of the sex equity grants are less than $9,500 per school district. NEA recommends a greater commitment to encouraging state and local providers to assist women who seek to gain employment in nontraditional occupations.

Federal effort under attack

In recent years, federal vocational education efforts have been under attack from some quarters. The Reagan Administration targeted federal vocational programs for deep funding cuts in FY87 and total elimination in FY88. The rationale for these cuts can only be characterized as specious. In 1986, the Administration argued that "in most areas any initially superior performance of vocational graduates, relative to graduates who did not take vocational education, tends to disappear after a few years in the labor force." The difference in the "initially superior performance of vocational graduates" is, in the vast majority of cases, the difference between getting hired and not getting hired.

The Administration also argued that vocational education programs undermine the importance of basic academic instruction at the secondary level. We agree that basic skills are important to any potential employee regardless of their chosen career, but we do not see it as an either/or situation. Vocational education programs should strongly emphasize both basic skills and vocational skills. While we want each student to work to the individual's highest potential, that is not the same as saying that all secondary education must be college preparatory. The National Assessment found that non-college bound students took only 0.4 credits less in the "new basics" for each additional credit taken in vocational education. Most students tend to take more course work overall, rather than opt for vocational courses over math, science, English, social studies, history, or foreign language.

Attacks on vocational education have continued, admittedly toned down, with the Bush Administration's recent proposal for a massive consolidation of vocational education programs. The history of the Chapter 2 block grant and its antecedent programs is illustrative: after consolidation, Chapter 2 has seen a steady erosion of funds, and since the objectives of the block grant are not as specific as categorical programs, it remains a target for spending reductions. NEA believes that federal education programs should have specific goals and a consistent level of resources to meet those goals.

Attitudes toward vocational training

For too long in this country, a bias has existed that vocational education programs were for less able students. NEA believes that vocational education programs at the secondary level should not be relegated to second-class status, but should be considered a central part of the curriculum, particularly for students interested in careers that do not require university education. As the demands of today's jobs increase and as people require training in new skills to keep pace with technological developments or changes in the availability of jobs, vocational programs are increasingly an essential part of the education curriculum for both young people and adults. Federal involvement in these programs helps assure that vocational education remains a priority, and that state and local governments have resources to ensure that these programs provide young people access to the labor force and entry to the mainstream of society.

The education reform movement has overlooked vocational education in too many states. The Committee should weigh carefully steps to integrate vocational education programs more fully into the regular academic curriculum such that vocational education receives the full benefit of the current education reform movement while fulfilling its potential to aid the academic and basic skills development of its students.

Assistance to local education agencies

Education takes place at the local level. It is absolutely essential that resources are directed to the local level to the maximum extent possible. Local education agencies, including postsecondary vocational education institutions, are best suited to determine what local needs are and to establish programs to address local circumstances. In determining local needs, teachers and other instructional personnel must have an effective voice in the design and implementation of vocational education programs.

NEA strongly supports a greater emphasis in the federal law on the funding of instruction, equipment, and services at the local level. Funding for state administration and state level programs should be kept to a minimum.

The National Assessment found that the quality of vocational education available to students in disadvantaged schools is significantly lower than that available to students in more affluent communities. Providing more federal resources directly to local educational agencies, based on economic need of the students and communities, would help compensate for some of these funding inequities. Maintaining an emphasis on students and youth targeted in the federal programs is particularly critical, given the National Assessments conclusions that non-completion rates are significantly worse for minorities and disadvantaged students than for the overall student population.

A number of the recommendations of National Assessment deserve particular attention:

o Upgrade the content of vocational courses to emphasize broad and specific job skills and transferable academic skills;

o Develop new applied learning courses that integrate instruction in academic and vocational skills and require students to achieve mastery of skills in both these areas;

o Increase the continuity of vocational training between secondary and postsecondary institutions by working with representatives from postsecondary institutions; and

o Ensure that at-risk students obtain the assistance necessary to gain access to and succeed in high-grade vocational education, including tutoring students with basic skill deficiencies.

NEA strongly supports H.R. 22, the "Tech-Prep Education Act" sponsored by Rep. William D. Ford. This legislation is an additional means to acknowledge the important contributions of postsecondary providers to our nation's vocational education system. This and other steps must be taken to assure better coordination between K-12 and postsecondary training programs to ease the school-to-work transition for vocational education graduates.

Meeting future economic needs requires emphasis on experience with modern systems, both technological and social. Given the rapidly changing nature of so many occupational fields, the obsolescence of equipment in vocational education programs continues to hamper the effectiveness of training. Sadly, too often training institutions are forced to use equipment that they know is outdated because they lack the resources to replace it. Particular consideration in the reautherization must be given to meeting the chronic need for current instructional equipment. At the same time, participants in vocational education programs must have experience in working in the collaborative work environments that economists and social scientists say are the wave of the future.

Funding for vocational education

NEA believes that secondary schools, vocational-technical centers, and community and junior colleges are all vital to a comprehensive system of vocational education. The contribution of each should be recognized and supported in the federal statute.

Over the past several years, however, appropriations levels have not kept pace with the needs of students served in these programs. After adjusting for inflation, federal vocational education programs have lost some $430 million in resources since

FY80. NEA believes that the current "such sums" authorization language in the law has contributed to this erosion. In developing this reauthorization, Congress must develop specific, significant increases in the authorization levels for vocational education programs and enact appropriations measures that meet these targets.

Without continued federal involvement in vocational education, these programs will not receive the attention and commitment they deserve. The students who need access to quality programs will suffer, and our nation's economic vitality will suffer as well.

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STATEMENT OF

THE NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION

ON THE REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

TO THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

MARCH 1989

Gene Wilhoit
Executive Director

The National Association of State Boards of Education (NASBE) is a private nonprofit organization representing over 600 state board members from 45 states, three territories and the District of Columbia. Our principal objectives are to strengthen state leadership in education policymaking; promote excellence in the education of all students; advocate equality of access to educational opportunity; and to assure responsible lay governance of public education.

NASBE welcomes the opportunity to comment on the important issues relating to the Carl D. Perkins Vocational Education Act reauthorization, because we view the reauthorization as one of the most critical education issues facing the 101st Congress.

In the spring of 1988, NASBE's Governmental Affairs Committee (GAC) initiated a year-long review of issues relating to the reauthorization. To help inform its deliberations on these issues, GAC undertook a state-by-state survey of state board members about issues relating to the Perkins Act, as well as vocational education generally. Many of the concerns and recommendations included here are based on information generated by the survey, which already has been made available to the subcommittee.

NASBE's specific recommendations on the Perkin Act reauthorization relate to three broad areas of concern about the existing program: 1) The need for enhanced flexibility in the implementation of vocational education programs under Perkins; 2) the need to incorporate program accountability measures into the act to ensure the effectiveness of programs, and; 3) the need for vocational education programs to be of high quality so that vocational education is perceived by parents and students as a viable alternative to postsecondary education.

I. FLEXIBILITY

Of major concern to NASBE is the lack of flexibility accorded to states in their use of Perkins Funds. We believe the fixed funding percentages for special populations under Part A of the act are overly prescriptive and generally ineffective as a mechanism through which to assist states in meeting their respective needs. Of even greater concern, is the fact that Perkins funding for vocational programs aimed at handicapped and disadvantaged students is often bypassed by school districts due to restrictive excess cost and matching requirements.

NASBE strongly endorses the concept of educational equity, and supports the goal of the Perkins Act to encourage broader opportunities for the handicapped, the disadvantaged, women and other groups with special needs. However, we believe the special population set-asides and the excess cost/matching requirements impede the ability of state and local administrators to establish activities responsive to specific state and local needs. Simply put, the mix of activities needing federal support in one community will not always be the same as activities needed in another.

To ensure equity and access to Perkins programs, NASBE recommends that 57 percent of the funds allotted for Title II, Basic State Grants, be made available to states to meet the needs of the special populations identified in Part A of the act. However, to provide states and localities with the flexibility they need to address the unique needs in their states, NASBE recommends that the within state allocation of the basic grant be flexible, based on the identified needs of special populations within each state. Specifically, NASBE recommends that states be required to direct Part A basic state grant monies to meet the needs of special population and to improve programs which serve high concentrations of special students identified as having the greatest unmet needs. The needs of special populations and the programs most in need would be identified in the needs assessment each state is required to perform.

Further, NASBE recommends the incorporation of a limited waiver provision into the Perkins Act, whereby the Secretary of Education would be authorized to waive partially or completely the excess cost or local matching requirement. Before the Secretary could waive these requirements, however, a state must show that:

1. The local activity meets a documented high need within the handicapped/disadvantaged population, and;
2. The local activity has established a successful record of job placement, and;
3. The state already has undertaken serious and good faith steps through its own efforts to meet the unmet need.

II. ACCOUNTABILITY

While state and local flexibility is essential for the effective implementation of vocational programs under Perkins, we believe that federally-funded vocational programs should be held accountable for program quality and student achievement.

To promote accountability at the national level, NASBE recommends the authorization of a national data system that would measure the effects of vocational education. Such a system should include a first-year follow-through study.

At the state level, NASBE recommends that states be required to hold local programs accountable for program quality and student achievement. Specifically, we recommend that funding be made available to states for the establishment of objective criteria and minimum standards to assess the quality of vocational education programs and the needs of special populations. States should also be required to establish such standards and to set measurable goals in the state plan for meeting program quality and identified needs. Program accountability should be linked to these criteria and standards. With respect to program quality, in particular, NASBE recommends that its criteria include the compatibility of a program with overall education reform efforts and the capacity of the program to respond to technological change and innovation.

NASBE is especially concerned about the lack of accountability measures in the Perkins Act relating to the activities of State Councils on Vocational Education. The Perkins Act requires the establishment of State Councils by any state wishing to receive Perkins funds. Under the act, State Councils are permitted to set up their own organizational rules, the only requirement being that they hold not less than one public meeting each year. The Act explicitly provides that the Council be independent, both programmatically and administratively, from the control of any other entity.

The findings of NASBE's state-by-state survey strongly suggest that the complete independence accorded to the Councils under the existing act may not serve the purposes for which the Council was established. For example, State Councils are given nine areas of responsibility under the Perkins Act. The first of these is to meet with the State Board of Vocational Education during the planning year to advise on the state plan. Although most of our respondents agreed that their State Council plays an active role in the planning process, the results were much more mixed when our members were asked about the Council's other statutory responsibilities:

1. The Perkins Act requires State Councils to advise the State Board and make reports to the Governor, business community and the general public concerning policies the state should pursue to strengthen vocational education. 26 percent of our State Board respondents indicated that, other than in an annual report, their State Councils never or hardly ever advised the State Board on strengthening strategies or made the required reports.

2. The Perkins Act requires State Councils to analyze and report on the distribution of spending and services and the availability of vocational activities and services within the state. 31 percent of our State Board respondents indicated that, other than in an annual report, their State Council provides no such analysis or report.

3. The Perkins Act requires State Councils to furnish consultation to the State Board on the establishment of evaluation criteria for vocational education programs within the state. Asked whether their State Councils furnished such consultation, 22 percent of our State Board respondents

answered no.

4. The Perkins Act requires State Councils to assess the distribution of federal funds, particularly between secondary and postsecondary programs. 28 percent of our State Board respondents stated that, other than in an annual report, their Councils do not perform this assessment.

5. The Perkins Act requires State Councils to recommend procedures for the State Board to ensure and enhance the participation of the public in vocational programs, particularly employers and local labor unions. 48 percent of our State Board members responded that, other than in an annual report, their State Councils do not make such recommendations.

6. The Perkins Act requires State Councils to report to the State Board on the extent to which the special populations in Sec. 201 (B) are provided with access to quality vocational programs. 45 percent of our State Board members indicated that, other than in an annual report, their State Councils do not make such a report.

7. Finally, the Perkins Act requires State Councils to report findings and recommendations to State Boards and the Governor regarding the adequacy and effectiveness of the coordination between vocational education and JTPA. 20 percent of our State Board members stated that, other than in an annual report, their State Council did not make such a report.

NASBE is greatly concerned about the pervasive feeling among our members that State Councils are not meeting their responsibilities to State

Boards or the public. Moreover, we are persuaded that the current situation exists due in part to the fact that State Councils are generally unaccountable.

Therefore, in an effort to foster accountability and to encourage meaningful collaboration between State Boards of Vocational Education and State Councils, NASBE recommends that State Boards of Vocational Education be given the authority and oversight responsibility for approving the budget of State Councils. Currently, the State Council budget is comprised soley of Perkins funds, which are not subject to the authority or review of the state or the public.

III. QUALITY

Flexibility and accountability are not in themselves sufficient to achieve quality programs. Quality components must be identified and implemented separately. NASBE urges Congress to consider the following as ways to achieve quality:

A. Use Part A funds for Program Improvement for Special Populations

NASBE recommends that states be required to direct Part A basic state grant monies to meet the needs of special population and to improve programs which serve high concentrations of special students identified as having the greatest unmet needs.

B. Expand the Use of Part B funds for Program Improvement

In addition to existing permissible uses, NASBE recommends that states be allowed to use Part B funds to:

1. Promote and stimulate greater cooperation and coordination between industry and education with regard to technical education and technical training;
2. Develop articulation programs which encourage greater curriculum collaboration between secondary and postsecondary vocational and technical education programs;
3. Train and retrain academic staff and counselors in promising practices, including specific teaching techniques, curricula development and postsecondary and occupational guidance.

C. Articulation

NASBE recommends the encouragement of articulation efforts among various vocational institutions by requiring local applications for assistance to describe efforts to encourage articulation programs among educational institutions in the local area, including the development of technical preparatory/associate degree programs for occupational education programs begun in the junior year of high school and completed in a community, technical or junior college.

In particular, NASBE endorses H.R. 22, the "Tech-Prep Education Act," which would establish a program of grants to consortia of local educational agencies and community colleges for purposes of providing tech-prep education. However, in an effort to encourage accountability and equity and to avoid duplication, NASBE urges the subcommittee to require that the funds be administered through the current sole state agency.

As another way to promote quality, NASBE encourages the subcommittee to look to ensure the integration of academic basic skills into vocational education programs. Toward this end, NASBE recommends that the existing definition of "vocational education" in the Perkins Act be broadened and modified to emphasize academic skills. Specifically, NASBE urges the subcommittee to adopt a definition of vocational education which contemplates vocational education as organized educational programs that are directly related to the preparation of individuals for employment and which emphasize academic basic skills, such as reading, writing, computing and comprehension.

D. Career Guidance and Vocational Counseling

Finally, NASBE views career guidance and vocational counseling as a key component in a quality vocational program. Accordingly, NASBE recommends that the subcommittee ensure occupational and career awareness, especially for at-risk students, through provision of quality career guidance and vocational counseling, and ensure quality career guidance and vocational counseling through provision of professional preparation for such counselors. Moreover, NASBE endorses a substantial increase in the authorization level for comprehensive career guidance and counseling programs, from $1 million to $30 million per year.

The need to strengthen our nation's vocational education program is clear. The task before Congress must be to reshape this vital program so that it becomes a viable alternative for all our students who choose not to pursue a postsecondary education. NASBE looks forward to assisting you in this task.

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Statement of
THE NATIONAL PARENT TEACHER ASSOCIATION

Submitted to the
Committee on Education and Labor
U. S. House of Representatives

regarding
reauthorization of the
CARL D. PERKINS VOCATIONAL EDUCATION ACT

by Millie Waterman
Vice-President for Legislative Activity

March 30, 1989

The National PTA appreciates this opportunity to submit its views to Congress regarding the reauthorization of the Carl D. Perkins Vocational Education Act. Over seventy years have passed since the first piece of federal "vocational education" legislation was enacted. Our Association has worked closely with Congress during all these years as the federal commitment to vocational education has evolved. We are hopeful that this reauthorization process will yield further improvements to the system of vocational education now being provided in our schools. We have sent copies of our statement to each of the Representatives on the Committee on Education and Labor, however, we ask also that our comments be included in the official hearing record on this issue.

The National PTA is a volunteer organization seeking to unite home, school and community in promoting the education, health and safety of children, youth and families. Founded in 1897, the National PTA now has 6.5 million members in 26,300 local units in fifty states, the District of Columbia and Europe. Our members include parents, teachers, school administrators, students and other citizens concerned about the well-being of children.

The National PTA's interest in vocational education

Historically, one of the primary objectives of the National PTA has been to ensure "equity" and "quality" in our system of education. According to National PTA legislative policy, "equity" requires that educational services for children, "ensure equalization of opportunity". According to the varied definitions included in a 1977 resolution adopted by the National PTA delegates, quality education, "...should provide opportunity for the student to develop...basic skills and fundamental knowledge necessary to earn a satisfying living..." Taken together, these statements attest to our belief that all of our country's children should have the opportunity to pursue quality education in their schools.

Federal role in vocational education

The National PTA understands, that from a constitutional and historical perspective, the states have primary legal responsibility for the education of our children. However, all levels of government must share in this task. Local governments play the central role in providing educational services to students. State governments support the activities of the local school boards, while creating a framework for management and academic freedom consistent with state law and a reasonable system of public accountability. The National PTA Legislative Policy #2 states that "all federal legislation concerned with education and child welfare must include provisions which ensure maximum state and local control."

A National PTA position statement, adopted in 1982 and reaffirmed in 1987, defines the federal role in this arrangement--in addition to ensuring access and equal opportunity to education through programs such as compensatory education for educationally disadvantaged students and special education for handicapped children--as "upholding and enforcing basic civil rights protection, investing in research and development to improve the quality of education, and . . . preparing the workforce to meet the nation's economic and defense needs."

The Problem

The National PTA strongly supports the Carl D. Perkins Vocational Education Act, and looks forward to assisting Congress in this reauthorization. While the nation is far from meeting the articulated goals of the Act, federal support for vocational education provides important assistance for many state and local school districts. We can do better, however, and the National PTA believes that there are several areas where change is warranted, both to improve the legislation and to better assure that equitable access to quality vocational education is available to all of our children.

This renewal process comes at a critical time. No less than the economic future of our children is at stake. We are moving into a world that places a higher premium on education than ever before. No longer will the job market welcome willing workers solely for their muscle power, but rather for their brain power. The Industrial Age has given way to the Information Age, and the best-paying jobs now require higher levels of literacy.

One basic goal that all parents have for their children is a secure economic future. Frequently, they rely on their local schools and communities to offer educational and employment opportunities to achieve that goal. Those parents whose children do not go on to college look to vocational education as the alternative to provide their children with career options. For these students, vocational education programs should provide the knowledge, skills and training they need to be competitive.

Unfortunately, there are many vocational education programs that are inadequately providing these services, and the quality of existing programs can vary widely. In some areas, vocational education courses are a "dumping ground" where academically weak students bide their time until they are old enough to drop out of school. In other areas, excellent programs may be available, but there is unequal access for low-income and minority students. These situations are changing, slowly, but there is much more to be done.

More than at any time in modern history, society will be divided into the "haves" and "have nots" in terms of skills needed to survive and prosper. A report entitled, "The Forgotten Half: Non-college Youth in America," released by the William T. Grant Foundation in January, 1988, calls attention to the approximately 20 million 16-to 24-year-old youths who are not likely to pursue postsecondary education. Many of these youths may be locked out of the best paying jobs because they lack the skills with which to compete. They may well be relegated to the lower echelons of the service sector with little chance to exit. The despair and alienation of those without hope for economic improvement will be reflected in higher rates of unemployment, drug abuse, drop-outs, homelessness, welfare dependency and teen-pregnancy. The situation is certainly more complex, and the problems too great, to be solved simply with more vocational education dollars. As the Grant Foundation report suggests, "the primary problem lies with the economy, and the paths for youths to enter it, rather than with the youths themselves." Vocational education and training programs are not a "cure-all", but with modifications made to reshape them to better respond to today's demands, they can assist in providing more young people with the tools they will need to achieve economic security. The National PTA believes this reauthorization provides the opportunity to enact the necessary adjustments to current law.

National PTA® Position and Recommendations

The National PTA conducted a survey of its state leadership to discover what they see as working in vocational education and what needs to be changed. Comments and suggestions from that survey, along with formal policies and positions of the National PTA, are incorporated throughout this testimony. Briefly, the National PTA asks the Committee to consider our organization's position and recommendations in the following four areas: 1) parental involvement; 2) "set-asides" for special populations; 3) program improvement and accountability; and 4) funding.

Parental Involvement

Fundamentally, our organization believes that the primary responsibility for the education of children lies within the family. Parental involvement begins before the child's birth and should continue until the child reaches adulthood. However, closely linked with the parents' responsibilities as role models and initial teachers, are parental rights to have clear and complete information available to them about their children's school and educational progress, as well to have the opportunity to participate in decisions that affect their children. Effective coordination between the schools and home is basic to a successful educational partnership.

Our organization supports strong parent, student and community roles in program development, implementation, and evaluation. We believe that in partnerships with teachers, students and the general public, programs will be developed which will result in greater responsiveness to students' and society's needs.

The National PTA recommends that language incorporating clear and specific requirements for full and informed participation by students, parents, teachers, and members of the community, at both the state and local levels, should be added to the current legislation. In addition, in order to maximize the benefits, we recommend that the currently required state assessment of vocational education programs that is used for planning purposes, also evaluate the parental and community involvement and report upon any obstacles that are hampering full participation.

Since parents can play such an important role in guiding their children's educational choices, there should be opportunities to educate parents about vocational education programs--in traditional and non-traditional fields--with information to help them encourage their children to pursue available options. There are already successful programs that inform parents about careers in non-traditional fields and recommend activities for parents to interest their children in these careers. These programs help parents compensate for their lack of experience and assist them with planning their children's careers. Two examples of successful programs that now exist are the National PTA's "Math Matters: Kids are Counting on You" program and the National Urban Coalition's Family Science program.

The National PTA recommends that the reauthorization legislation include language to create a more cooperative home-school partnership, especially for parents who are poorly equipped to encourage their children to strive for higher career goals.

Set-asides for special populations

Among the issues that will be debated in examining this legislation, the most controversial seems to be the targeting of federal funds to special populations--the "set-asides". During the last reauthorization, the National PTA supported the idea of earmarking money from Part A grants for special populations. The purpose of the set-aside system, then and now, is to assure that individuals who are inadequately and inequitably served under vocational education programs are assured access to quality vocational education programs, especially individuals who are handicapped, disadvantaged, men and women who are entering nontraditional occupations, adults who are in need of training and retraining, single parents or homemakers, individuals with limited English proficiency, and those who are incarcerated in correctional institutions.

In our recent survey, our members indicated that targeting vocational education money forces state and local school districts to focus on the needs of the students who have not been effectively served, and they believe this would not occur without a federal mandate. While there should be no question about National PTA's continued strong support for assuring equal access to student populations that demand special attention, we do have recommendations for several modifications that we believe will significantly strengthen the current system.

We believe that federal, state and local government intervention in vocational education should facilitate equal access to quality programs, not hinder it. Yet, in some school districts, the strict set-aside percentages do not always match the proportion of special-needs populations in a given state or local school district. Where this occurs, there should be some mechanism to relax the program requirements giving local school districts the flexibility to provide for the needs of their special populations more efficiently than can be done on a federal or state-wide level. Public debate is not served by dismissing out-of-hand those that suggest modifications to the current system of set-asides, but rather by determining the best way to provide services to special populations.

Currently, 57% of the funds appropriated for Title II basic state grants is set aside for special groups and purposes. Of this 57 percent, 22 percent is set aside for disadvantaged and limited-English-proficient students, 10 percent for handicapped, 12 percent for adults, 8.5 percent for single parents and displaced homemakers, 3.5 percent for programs to expand sex-equity, and 1 percent for individuals who are incarcerated. The remaining 43% of the funds may be used for improving, expanding, or updating existing vocational education programs.

The National PTA believes that this current split of 57/43 percent should be maintained and that Part A money should continue to be allocated to special populations. We also believe that state and local school districts must continue to adhere to the set-aside percentages specified in the current law. However, in cases where the local education agency (LEA) percentages may be disproportionate to those in the law, we would recommend that exceptions be granted on an individual-school-district basis. School districts requesting waivers would be required to provide justification for their requests and to provide assurances that there would be no drop in services to any special populations as a result. The National PTA would also recommend in this case that parents of the children affected be involved and fully participate in any decisions made to modify special populations percentages, and that there be evidence of such involvement on the LEA application. We would also recommend that an assessment be conducted and reported to Congress of the LEAs that requested waivers to determine if special-needs students are in fact better served under this more "flexible" plan.

The National PTA would also consider a change in the framework and assumptions pertaining to the utilization of the special population money. There is a growing segment of youth identified as "at-risk", which includes some of those served through the current vocational education law--the disadvantaged, the handicapped, those with limited English proficiency skills--but also includes potential drop-outs, teen parents, those who complete high school without employable skills, and the homeless, who may or may not be included among those served by the set-asides. An at-risk youth is one who has left school or is predictably in danger of leaving school without the skills to be a productive and self-reliant citizen. Currently, it is estimated that about 13 percent of all 17-year olds in the country have inadequate reading, writing and comprehension skills, and have few vocational alternatives.

Minority youth make up the preponderance of this group of at-risk youth, but they are not the entire story. Studies have shown that the single common characteristic of at-risk youths is not race or economic disadvantage, but academic failure. Gordon Berlin, Director of Policy at the Ford Foundation observes, "If we want to reach the lowest-scoring drop-outs who constitute the core of the dropout problem, we must address the syndrome that is the major cause of their leaving school: low achievement, falling behind grade level, poor performance, and a sense that they can't keep up with their peers." We are not successfully reaching the majority of these youth. We are convinced that the most formidable barriers to assisting at-risk youths do not only concern lack of money, but failure to perceive them in need of specific, long-term attention. Indeed, these students may ultimately be uneducable, unemployable, and unaffordable to society by the time they are 17. Clearly, an important role of the federal government is to assist states in providing targeted vocational education services for these at-risk children.

To address this need, the National PTA recommends that school districts with a disproportionate number of at-risk children, be permitted to use a portion or all of their special population dollars to address these children's needs. In order to have such a waiver approved, applications would have to demonstrate that programs would meet the following criteria:

- the services provided would supplement existing services
- the program would be coordinated with other federal programs, including Chapter 1, P.L. 94-142, bilingual education, JTPA, Head Start, AFDC, etc.
- basic skills and other academic opportunities would be integrated with vocational education services so the programs would not become a tracking system for children with problems.

- parental involvement for at-risk children would parallel the mandates related to Chapter 1 programs.

- programs would assure that specific learning plans for individual at-risk children or groups of at-risk children would be developed, and would include:

    - appropriate goals and measurable learning objectives;

    - diagnoses and assessments of children's academic needs, career interests, vocational needs, and employment skills;

    - suggestions for intervention and identification of barriers to instructional progress;

    - plans for coordinating with other programs in the community; and

    - direction for skill building and achieving educational outcomes that exceed entry-level skills to avoid funneling these students onto fast-food job tracks. The focus would be on enhancing the students' full intellectual capacities, and would include sufficient counseling and other services to assist students with the transition from school to work.

Program Improvement and Program Accountability

Other issues we know the Committee will examine during this reauthorization are program quality and accountability. Based on National PTA positions and feedback from our members, we have a number of concerns about the effectiveness of current vocational education services and ask the Committee to consider the following measures we believe will enhance program quality and improve accountability:

- Eliminate the local matching requirements, mandating instead that the state produce the match, either for all the school districts, or for those that fall below selected income criteria. This would provide districts that cannot afford the match with increased funds for actual program improvement.

- Lend part, or all, of the program improvement, innovation and expansion funds under Part B of the basic state grant for programs in greatest need of improvement. These would be identified as programs, based on state assessment data, that are failing to meet identified needs. Again, this would allow dollars to be spent on actual program improvement.

- Focus on basic academic skills, problem solving, higher level thinking skills, and decision making. This is especially important for the many jobs where equipment and specific skills change rapidly, and schools are unable to provide state-of-the-art training. Moreover, businesses frequently prefer to conduct their own training in specific skills, but want employees proficient in basic literary and computational skills.

- Initiate an early intervention program, with strong emphasis on trained counselors. Stronger partnerships between the school and the home and information about vocational education programs, presented to students in their younger years, could spark interest in a variety of career options and encourage those not planning to go on to postsecondary education to stay in school to pursue other, perhaps nontraditional, educational paths.

- Create a more comprehensive system to allow for career exploration beyond the afternoon field trip, occasional speakers and the annual job fair. Secondary school students should have exposure to a variety of work experiences, including different types of jobs in a single business, and job experiences that focus on training beyond the entry level. These experiences should be well-integrated into the overall academic curriculum to ensure that the skills developed through the work experience reinforces what is learned in the classroom. In addition, the National PTA supports the "Tech-Prep" legislation introduced by Representative Bill Ford (D-Mich.), which will assure better coordination between elementary, secondary and postsecondary training programs, and ease the transition to work for vocational education students.

o Move vocational education programs more toward meeting the individual and diverse needs of students. Some young people need extra help, others need a non-traditional classroom setting, others need follow-up support. Some students learn only through "hands-on" experiences, while others can learn with computers.

o Assure that the skills students learn are relevant and marketable, and that they coincide with the needs of local employers. This reauthorization provides us with an opportunity to enhance vocational education programs to conform to the changing needs of today's marketplace.

Funding

The last year for which there was a specific authorization for vocational education was 1985. Since then, "such sums as may be necessary" have been authorized. Absent specific ceilings that increase each year, it is easy for Congress to continue to approve "level" funding, which does not allow for any meaningful improvements to existing programs. Although nominal increases have been approved in the past few years, appropriations for vocational education programs, when adjusted for inflation, have declined by 31 percent since 1981, meaning these programs have lost significant ground. We now have an opportunity to increase the funding authority and to reverse this trend.

In his FY 1990 budget request, President Reagan requested "current services" funding for vocational education programs, which would provide an increase to account for the cost of inflation over the last year. In his revisions to the budget, President Bush placed vocational education among the programs subject to his "flexible freeze", meaning they are at serious risk for dramatic cuts if Bush's proposal is accepted by Congress.

Furthermore, both former President Reagan and President Bush ignored the vocational education directives included in the Omnibus Trade and Competitiveness Act of 1988 that Congress approved last year. That legislation, P.L. 100-418, recognized the role vocational education plays in our nation's economy by authorizing

$25 million in new funding for dislocated workers, and $10 million for businesses that establish partnerships with education in high-technology occupations. Level funding would only mean that funds for these new initiatives would be squeezed from other valuable purposes.

Without an influx of new funds, schools will not be able to afford program improvements and keep up with the number of students requesting services. Among the problems that can be linked directly to the lack of sufficient funds, is the use of outdated equipment. Without state-of-the-art equipment, students in many programs learn outdated methodology and as a result are already at a disadvantage when they begin their search for work.

In our survey, there was not one National PTA member or local school district that did not complain that the goals of the current vocational education act, while laudable, are beyond the financial means of the federal resources provided. Our members indicate that there is a lack of resources to upgrade equipment, to provide for additional counselors, to adequately meet the needs of special populations, and to provide for individualized instruction. The $880 million divided between approximately 17 million junior and senior high schools students, equals approximately $50 per student. This is an insufficient investment toward educating the future of our country. Moreover, many districts complained about their low allocations, which hardly meet the pressing needs. One district received about $35,000 in combined Title I, II, and III funds. The money was used to support a home economics program at one high school, purchase of new and replacement equipment for a business and industrial education program at another, and to supplement an assistant for students in an "English as a Second Language" (ESL) program. While important, the funds could not make a major vocational impact for the 425 students at the four high schools the funds serve. There are districts that received even smaller allocations than this, or did not have the discretionary dollars to meet the matching requirement. Usually, it is the less affluent school districts which need the money the most.

The National PTA recommends that the authorization ceilings for Part A grants be significantly increased to begin to achieve more of the goals intended in the original legislation.

In closing, the National PTA reiterates its strong support for reauthorization of the Carl D. Perkins Vocational Education Act and looks forward to working with the Members of Congress and their staff in formulating legislation that will effectively address some of the needs we have identified. We thank you very much for your consideration of our comments.

Forum on the Reauthorization of the
Carl D. Perkins Vocational Education Act

Committee on Education and Labor
Friday, February 17, 1989
Room 2261, Rayburn House Office Building

I am Gene Bottoms, Director of the Southern Regional Education Board (SREB)-State Vocational Education Consortium. I want to express special thanks to Chairman Hawkins for inviting me to participate in this forum.

My comments today are primarily based on my work with a Consortium of over 30 pilot sites in 14 Southern states -- Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Virginia, and West Virginia. Educators and government leaders in these states formed the Consortium as a means to develop, apply, evaluate, and advance approaches that will strengthen the basic competencies -- in communication, science, mathematics, critical thinking, and problem-solving -- of students enrolled in vocational programs.

The activities of the Consortium are based on several shared beliefs.

- Instruction in both vocational and non-vocational courses provides the method or means for helping students develop their mastery of the basic competencies.
- Some students learn better through the direct application of concepts; others, through the more traditional abstract or theoretical approach. Helping students develop the basic competencies will be greatly improved by matching each individual student with the appropriate balance of theory and application.
- Because students in vocational programs spend a majority of their time in non-vocational courses, the entire secondary school faculty must be involved in the development and revision of curricula and instructional strategies to strengthen the basic competencies of students enrolled in vocational education programs.

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Why a Regional Consortium?

Impetus for establishing the Consortium grew out of a regional concern that the educational reform movement has not gone far enough in improving the basic competencies and the quality of school experiences for students pursuing vocational studies at the secondary level.

The requirement that students pass a test measuring basic skills or "functional literacy" in order to be eligible to graduate from high school does not ensure that students possess the levels of skills needed to enter and advance in the work place. These graduation tests are generally recognized as measuring skills at about the 8th-grade level, a level that does not approach the current and rising demands of today's work place. Evidence suggests that the tests have caused academic and vocational teachers to assist low-achieving students to advance their reading and mathematics achievement only to the level needed to pass the basic skills tests. Proficiency at the 8th-grade level then becomes the maximum goal, leaving virtually unchallenged the vast numbers of general and vocational completers who have the capacity to achieve at much higher levels. Further, once students pass the graduation tests, there is little evidence that teachers work to advance the communications and mathematics competencies of vocational students to at least the 11th-grade level, the level necessary for success in today's economy.

Additional academic course requirements for high school graduation should serve to advance the achievement of vocational completers but probably will not because staff in most high schools expect very little of those students not in the college preparatory curriculum. As a result, students in the general and vocational curricula are allowed to aimlessly wander through their high school experience, selecting watered-down, lower-level academic courses with little relevance to students' career and educational goals. There is some evidence to suggest that the added course requirements in mathematics have improved the mathematics achievement of vocational completers, however, improvement is greatest when vocational teachers stress mathematics in the courses they teach and when students pursuing vocational studies have been steered away from enrolling in mathematics courses labeled "general" or "basic" and encouraged to take higher-level mathematics courses.

Members of the Consortium believe that the reform movement has not adequately proposed or supported initiatives specifically designed to improve the secondary education experiences for students pursuing vocational studies. For example, the policies set into motion as a result of the reform movement do not offer any indication that the gap between vocational and academic instruction will be closed. Utilization of a more purposeful, rigorous, and coherent program of vocational and academic studies as a means to motivate all students to attain higher levels of academic and technical achievement has not been emphasized by the educational reform movement.

In the average American high school, a vocational program of study does not currently exist. Vocational courses are taken as electives to supplement either a general or college preparatory program of study. Few students are assisted in planning a coherent and challenging program of vocational and academic courses that are logically related to one another and that lead to opportunities in the work place and in a postsecondary institution. Furthermore, many students taking vocational courses are not assisted or required to complete a logical sequence of vocational courses within a given field; rather, students are allowed to move from field to field without gaining the skills or the foundation of knowledge in any one broad occupational area. The result for a large number of our youth is a random education that does not provide a sequential, challenging, and coherent program that could lead students to a career, as opposed to simply an entry-level job.

While there were fears among many vocational educators that the additional academic courses required by most states' reform legislation would reduce students' participation in secondary vocational programs. To date, there is no solid evidence in this region to indicate that this has happened. We do know, however, that many provisions of the reform movement have served to further cloud or ignore the purpose and mission of vocational education at the secondary level.

What the Consortium Proposes to Do

These major concerns led state vocational education leaders to approach the Southern Regional Education Board (SREB) in 1986 concerning the feasibility of establishing a regional consortium that would allow states to work together and share ideas on ways to advance the basic competencies of secondary vocational completers. After initial discussion, SREB hosted a series of planning meetings involving state vocational and academic leaders and SREB staff which resulted in four major agreements.

First, ten goals were identified that, if implemented into the practices of secondary schools, would improve the basic competency achievement of students pursuing vocational studies, thus improving their preparation for both employment and for further learning in either a work or educational setting.

1. Establish higher basic competency expectations for vocational completers.
2. Increase the percentage of vocational completers who take higher-level communications, mathematics, and science courses.
3. Increase the amount of emphasis and instructional time in vocational courses devoted to teaching and reinforcing the basic competencies that underlie the occupational field of study.
4. Increase the amount of emphasis and instructional time devoted to applied learning activities in basic competency courses.

5. Develop teams of vocational and non-vocational teachers who work together to encourage and provide a broad range of instruction in communications, mathematics, and science and offer personal support services to students enrolled in vocational courses.

6. Establish specific requirements for vocational completers, including the number of units in each vocational field of study; related vocational courses, including keyboarding and computer literacy competencies; and specific mathematics and science courses related to each vocational field of study.

7. Provide four-year Individualized Academic Education Plans, remedial studies, and coordinated vocational and non-vocational instruction in communications and mathematics to low-achieving students enrolled in vocational courses.

8. Provide vocational teachers with staff development in the basic competencies and instructional methods for teaching and reinforcing basic competencies.

9. Provide English, mathematics, and science teachers with staff development on applied instructional methods.

10. Provide students with access to a planned and coordinated program of academic and vocational studies to prepare them for employment and for continued learning.

Second, representatives from each state agreed to identify and support at least two pilot sites for five years to assist sites to convert the above goals into administrative, instructional, curricular, and guidance practices. At this time, 36 pilot sites have been funded at an average investment of over $70,000 annually per site. (Attachment A provides a listing of these sites.)

Third, a common evaluation and assessment plan for the pilot sites was established, including: (a) using the National Assessment of Educational Progress (NAEP) to measure the reading, mathematics, and science achievement of vocational completers in 1988, 1990, and 1993; (b) a transcript analysis of courses completed by graduates of vocational programs in 1988, 1990, 1993; (c) an annual follow-up of vocational completers; and (d) annual on-site reviews of selected pilot sites by an external team. The objectives of the assessment plan are to:

- Determine the extent to which instructional programs have improved the basic competencies of vocational completers.
- Determine how extensively the practices designed to raise the basic competencies of vocational completers have been implemented.
- Provide pilot site personnel with information that will help improve their efforts to raise levels of achievement in the basic competencies.
- Identify practices that have been implemented and report on those that appear to offer the greatest promise for improving basic

The final agreement reached by members of the Consortium was that knowledge gained from this five-year effort would be shared with regional policymakers through the members of the Southern Regional Education Board, SREB's Legislative Advisory Council, and presentations by SREB staff. This knowledge would be used as the basis for proposing state policies that would serve to encourage the adoption of successful practices throughout the region.

Preliminary Student Achievement Results

Student achievement results have already produced information supporting the goals of the Consortium. To provide baseline information, almost 3,100 high school seniors designated as vocational completers from 34 Consortium pilot sites were tested during April and May of 1988 in reading, mathematics, and science using the National Assessment of Educational Progress (NAEP).

The following highlights from the NAEP results are presented with a word of caution: Results from this assessment should not be interpreted as being representative of all vocational completers from across the region.

- When compared to a national sample of 17-year-old public school students who indicated they were vocational students, the average reading and mathematics scores for SREB vocational completers were significantly above the national average; the average science score for SREB vocational completers was at the national average.

- When compared to 17-year-old students nationally who indicated they were in the general curriculum, the average mathematics score was significantly above the national average; the average reading score for SREB vocational completers was at the national average; the average science score was significantly below the national average.

- In reading and mathematics, black vocational completers at the SREB pilot sites scored significantly above the national average for all 17-year-old black students; in science, they were at the national average for all black students.

- In each of the three subject areas, the gap between the scores of black and white vocational completers in the SREB pilot sites is generally about half that of the gap between all black and all white 17-year-old students in the nation. However, this gap continues to be unacceptably large.

As part of the NAEP assessment, students were asked several questions concerning their high school experience. Those SREB vocational completers who reported that their vocational teachers often stressed the importance of skills in reading (47 percent) and mathematics (56 percent) had significantly higher scores than those completers who reported that such emphasis was not provided by their vocational instructors. In mathematics, the difference in scores is approximately the same as the difference between those students who take an extra mathematics course. Only 27 percent of the SREB completers reported that their vocational teacher stressed science skills and scores were about the same for those students as for students who responded that their vocational teachers never stressed science skills.

Over 60 percent of the SREB vocational completers reported that when they enrolled in academic courses, they chose courses from the general curriculum, not from the college preparatory curriculum. SREB vocational completers reported taking 3 units in mathematics and 2 1/2 units in science. In terms of specific mathematics and science courses, 69 percent reported having taken algebra I, 44 percent had taken geometry, 35 percent had taken algebra II, 27 percent had taken chemistry, and 11 percent indicated that they had taken physics. The average score for SREB vocational completers consistently increased as they reported having taken higher levels of mathematics courses, from general mathematics through pre-calculus or calculus. For each mathematics course, SREB vocational completers had higher scale scores than did vocational students nationwide.

Over 25 percent of the SREB vocational completers reported that they did not do any homework. Over 50 percent indicated that they were not encouraged to take more difficult mathematics and science courses. Almost 15 percent responded that most of their teachers did not expect or encourage them to do well in school. When asked what one thing they would do if they could repeat high school, 45 percent responded that they would study more, 34 percent indicated that they would take a more rigorous course of study, and 22 percent responded that they would not do anything differently.

About 47 percent of SREB vocational completers reported that they planned to pursue further education after high school; 21 percent at a four-year college and 26 percent at a different type of postsecondary institution. About 39 percent plan to work on a full-time basis, and about 8 percent plan to enter the military.

Consortium Five-Year Goal

The goal of the SREB-State Vocational Education Consortium over the next five years will be to close by one-third the gap in reading, mathematics, and science achievement between SREB vocational education completers and students nationwide who complete an academic program, as measured by the National Assessment of Educational Progress.

	Reading	Mathematics	Science
SREB Vocational Completers, 1988	53.7	293.3	267.7
National Academic Completers, 1988	59.1	317.3	306.7
Goal -- SREB Vocational Completers, 1993	55.5	301.0	280.7

To accomplish this, pilot sites will need to:

- Provide vocational teachers with staff development in the basic competencies and instructional methods for emphasizing skills in reading, mathematics, and science;
- Provide English, mathematics, and science teachers with staff development on applied instructional methods;
- Prepare all secondary teachers to motivate and teach students how to read and comprehend technical and academic content;
- Upgrade the sequence of mathematics courses starting in grade 7;
- Replace high school general mathematics courses with applied technical mathematics courses;
- Upgrade the level of science courses taken, with special attention to the development of lab science courses that link academic science courses to vocational areas by teaching science concepts through a functional, applied process;
- Expect more of vocational students and provide the extra help they need to achieve the higher expectations;
- Assist students to plan a coherent and challenging four-year program of academic and vocational studies.

Implications for the Carl D. Perkins Vocational Education Act

My remarks thus far have focused on the beliefs, goals, and early results of the Consortium's efforts to improve secondary vocational education. If you find merit in these efforts, then the activities of the Consortium have several implications for possible revisions to the Perkins Act. The Consortium goal of improving the communications, mathematics, science, and problem-solving competencies of secondary vocational students would be enhanced if:

- The primary purpose of new vocational education legislation is to allocate federal resources to assist states in developing a combined program of vocational and academic instruction that is coherent, coordinated, sequential, and challenging.
- When dealing with special population students and with articulation between secondary and postsecondary institutions, the new legislation is clearly committed to and focused on closing the gap between academic and vocational studies.

The new Perkins Act needs to convey a sense of purpose and direction to the entire education community -- not just vocational educators -- if the basic and technical competencies of vocational completers throughout this country are to be improved. The following recommendations are offered for your consideration.

- o "Vocational program" and "vocational completer" should be redefined with terminology that focuses on combining vocational and academic studies. "Vocational program" should encompass vocational courses, related vocational courses, and the English, mathematics, and science courses logically connected to each vocational area. Such a definition should enable students to reach their full potential in an occupational field. State vocational leaders must be encouraged to redefine what constitutes a vocational completer and provide special recognition for high school graduates who are identified as completers.

- o Basic state grant funds should be awarded based on initiatives that are specifically designed to close the gap between vocational and academic education.

- o State plans submitted under the Perkins Act should specify state board of education policies and procedures for redesigning and refocusing existing and new vocational programs into an improved and coordinated program of vocational and academic studies over the course of the next five years.

- o States should be required to define a vocational completer both in terms of a coherent program of vocational and academic studies, and in terms of the attainment of specific levels of technical and basic competencies achievement. The evaluation strategy to be used to document state progress in achieving the federal purpose should also be described. Further, states should present their policies and procedures for using basic state grant funds for assisting special population students to successfully complete a prescribed program of vocational and academic studies. A program of study approach to vocational funding would allow the entire school to become involved in identifying and retaining at-risk youth as early as the eighth or ninth grade, in contrast with the fragmented, isolated, and disconnected approach that now exists.

- o States should have the flexibility to use a significant amount of funds for staff development activities at the school level. If meaningful and lasting change is to occur, principals, counselors, and vocational and non-vocational teachers must understand and "buy into" the program of study concept, the importance of applied instruction in academic courses and the reinforcement of basic skills in vocational courses, and the fact that they must work together to achieve these goals. Such dramatic changes in the attitudes and practices of faculty and administrators will involve a real commitment of time and money.

- o To emphasize the federal government's determination to improve the basic and technical competencies of secondary vocational completers, a nationwide assessment program should be designed to measure the achievement of vocational completers in the basic as well as technical skills. Such a program would provide comparison and trend data across all states. A comprehensive nationwide assessment that yields reliable

> state-by-state information on the achievement levels of secondary vocational completers would provide state leaders with a new level of awareness and indicate to them that both the vocational and academic communities must become involved and work together toward the common goal of improving the educational opportunities of vocational students.

New federal vocational legislation that incorporates this type of framework would encourage and assist state leaders to close the gap between academic and vocational education in such a way as to enhance basic and technical competency achievement of vocational students.

Once again, thank you very much for inviting me to participate in this forum.

ATTACHMENT "A"

PILOT SITES TO DEMONSTRATE APPROACHES FOR IMPROVING ACADEMIC SKILLS OF HIGH SCHOOL STUDENTS ENROLLED IN VOCATIONAL EDUCATION PROGRAMS, SREB States, 1988

State	City/County	Site
Alabama	Muscle Shoals	Muscle Shoals High School and Area Vocational Center
	Birmingham	Minor High School Jefferson County School System
	Evergreen County	Conecuh County Area Vocational Center
Arkansas	Jonesboro	Area Vocational-Technical High School
Florida	Polk County	Lake Gibson Senior High School
	Hillsborough County	Leto Comprehensive High School
	Palm Beach County	Palm Beach Gardens Senior High School
	Orange County	Apopka Senior High School
Georgia	Gwinnett County	Meadowcreek High School Oakland High School Parkview Area Vocational School
	Polk County	Cedartown Comprehensive High School
Kentucky	Trigg County	Trigg County High School
	Jefferson County	Fairdale High School
Louisiana	In the process of naming two pilot sites	
Maryland	Frederick County	Frederick Vo-Tech Center
	St. Mary's County	St. Mary's Tech Center
Mississippi		
	Pontotoc	Pontotoc Ridge Area Vocational Center
	Gulfport	Gulfport High School and Vocational Center

North Carolina	Avery County	Avery County High School
	Snow Hill	Greene Central High School
	Raeford	Hoke High School
	Charlotte	Myers Park Senior High School
	Swain County	Swain County High School
	Weldon City	Weldon High School
Oklahoma	Woodward	High Plains Area Vo-Tech School
	Duncan	Red River Area Vo-Tech School
South Carolina	Cherokee County	Cherokee Area Vocational Center Gaffney and Blacksburg High School
	Oconee County	Fred P. Hamilton Career Center and Four district high schools
Tennessee	Memphis	Trezevant Vocational Center
	Humphreys County	Humphreys County High School and Vocational Center
	Claiborne County	Claiborne County High School and vocational Center
	Hickman County	Hickman County High School and Vocational Center
Virginia	Rockbridge County	Rockbridge High School
	York County	York High School
	Norfolk City	Norview High School
West Virginia	Wheeling	Wheeling Park High School
	Clarksburg	United Career Center and Feeder High Schools
	Randolph County	Randolph County Vocational-Technical Center and Feeder High Schools

HEARINGS FOR
THE REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT
WASHINGTON, DC
MARCH 16, 1989

PRESENTED BY
DR. ETHEL O. WASHINGTON
PRESIDENT
NATIONAL ASSOCIATION FOR THE
ADVANCEMENT OF BLACK AMERICANS IN VOCATIONAL EDUCATION
BEFORE THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND
VOCATIONAL EDUCATION

THE HONORABLE AUGUSTUS F. HAWKINS
CHAIRMAN

Good Morning, Mr. Chairman, I am Ethel O. Washington, President of the National Association for Advancement of Black Americans in Vocational Education (NAABAVE). The Association seeks to enhance the ability and opportunity of Black Americans to provide service, leadership, research expertise and vocational advocacy. The mission of the Association aims to identify and discuss critical issues affecting the extent of participation of Black Americans in vocational education; to promote recruitment and retention of Black students in all areas and levels of vocational education; to develop a research based data bank to provide a rational basis for program funding as a positive force for those who allocate funds at the national, state and local levels; to provide a career information exchange system for vocational educators in the Association; and to improve the image of Vocational-Technical Education.

I am pleased to have the opportunity to appear before your committee and support Reauthorization of the Carl D. Perkins Vocational Act. This Act has a goal the assurance of equal access to quality vocational education programs, for a variety of underserved special population groups -educationally and economically disadvantaged.... NAABAVE perceives vocational education, under provisions of the Act, a tool for remediating some social ills and many economic problems. The establishment of "set-asides" to target the disadvantaged, the underserved, and those in need of special help and services, as set forth in the Vocational Act of 1963, gave hope and help to this category of citizens.

There is great debate over the issue of set-asides. Some educators lament that set-asides create inflexibility, and that it would be better to let the states and localities determine how federal funds are to be spent for vocational education. There still remains a need for the federal government to be attentive to issues such as vocational equity, access, services, and accountability within and among states. Reauthorization of the Perkins Vocational Education Act must continue the pattern of set-asides for the underserved. Without the commitment, strong signals will be given that could erode the progress being made to insure that all populations will be given an opportunity for economic independence in our nation's schools.

Vocational education relates directly to the workforce. The key to economic wealth is human resources. The development of human resources for the work force rests with vocational education. Maintaining leadership in the global area of work is a stature to which vocational education must hold firm. The increasing loss of work ethics, the increasing loss in literacy does not bode well as America competes in world competition.

In national youth organization student competition held last year in Australia, Korea won twenty-one (21) medals, thirteen (13) of which were gold. The United States won five (5) medals, with one being silver. This has implications for the need of stronger vocational programs in the schools at the secondary level.

Vocational education, not unlike all of education, faces a great challenge -- that of meeting the needs of a highly technological society, and including all citizens in a system of education to achieve the expected outcomes.

The Carl D. Perkins Vocational Education Act is a commitment on the part of the federal government to directly participate in the purposes of economic independence and educational excellence for youth and adults in this great nation.

Vocational education programs are the catalyst in assisting minorities in gaining high wage, technical skills. Access to quality programs will be evermore critical in the coming years because Black Americans are over-represented in industries that are losing jobs, and under-represented in the most rapidly growing occupations. The slow growing occupations are in transportation, machinist and assemblers occupations where a heavy concentration of Black Americans may be found. Technologies are eliminating jobs but mandates increasing skills for employees who get the remaining jobs. This has implications for vocational programs as well as for the composition of the future work force, its composition becoming more diverse. The diverse population includes minorities and women, with a proportion of approximately 70% Black, 20% Hispanic and 10% Asian.

As a growing segment in a tight labor market, the Black population is becoming a much more important factor in U.S. productivity and economic competitiveness. Therefore, major increases in he Black population are likely to be among those who are facing the greatest educational and employment disadvantages, necessitating a much higher degree of sensitivity to their needs than has been the case traditionally.

Mr. Chairman, the statement from the Association is not intended to be a sociological study, however, some information must of necessity have a research base. A study by the National Association for the Advancement of Colored People (NAACP, 1981) of vocational education in Oakland, California, holds that the system becomes a cause of unemployment among Blacks when it trains youth for nonexistent jobs or provides inadequate preparation for jobs that do exist. The study cited the lack or neglect of such programmatic elements as structured vocational curriculum, classroom to work site linkage, job placement, incorporation of successful experiences into the regular vocational program, and the full use of funds available for disadvantaged students. Such documentation is scarce, although prevalent in conversation among and between Black vocational educators. In predominantly Black schools and communities, it is not uncommon for inadequate vocational programs to be implemented by Black vocational educators who fear reprisals if they speak out or try to be a change agent. Vocational equipment in predominantly Black school districts speak loudly to vocational funding disparities when compared to neighboring schools populated with non-Black students.

A survey of Black leader's attitudes regarding the desirability of Black youth entering and completing vocational education programs (Randolph, 1978) showed they were of the opinion that combining quality vocational education programs with strong academic programs, a full array of support services, and testing was required for Black youth to be competitive in the job market. They also believed that Blacks needed to be overqualified to have a fair chance. The question is posed in a study of vocational education needs of Black Americans in Illinois (King, Keene, & Welch, 1980). The researchers looked at a number of issue areas as they relate to Blacks -- vocational opportunities, discrimination, obtaining and retaining employment, educational preparation, and motivation -- and asked how much is attributable to the system and how much to Black individuals. The question is not answered in the research, but it is concluded that Blacks need to become aware of more career options and encouraged to enter a greater variety of careers.

NAABAVE is concerned that too many Black Americans are not reaping the full benefits of the American economic bounty. The work force of far too many Black communities consists of a few 'professionals' at one end of the employment spectrum; a large number of laborers, underemployed, and unemployed individuals at the other end; and not enough craftsmen, managers, entrepreneurs, and skilled workers in the middle. In America, at least, Mr. Chairman, the middle class or middle income group can be and many times is the backbone of a community.

Mr. Chairman, let me say that NAABAVE believes there are sociological and historical reasons for the existence of these factors. The over-arching reason is, of course, past discriminatory practices which have to be solved by the American public -- both governmental and private. The other reason, the adverse attitude of Black parents, Black students, and Black leaders, must be solved by Black Americans themselves, with the help of federal and state governments. This last factor is one that NAABAVE wants to and is trying to deal with.

Reauthorization of the Carl D. Perkins Vocational Education Act should place emphasis and provide incentives for the articulation of secondary and postsecondary vocational education programs within local and state jurisdictions. Additional incentive funding should be directed toward vocational education programs that clearly promote the reinforcement of general education knowledge as expected outcomes and to secondary and post secondary institutions that design and implement effective recruitment, retention and completion of vocational programs; to state vocational departments that increase their vocational administrative staff by 8-10% for the next five (5) years, to local school districts that monitor vocational spending so that professional staff development, updated equipment purchases and supplies will be prioritized for quality instruction in vocational education programs.

According to the National Research Council, "close ties with business, industry, and labor seem to be typical of high quality vocational programs." Successful collaboration efforts include: cooperative education programs, field trips, technical committees for curriculum development, teacher upgrading, released time to teach special courses in the schools, and organizing foundations which cooperatively work with school programs. Reauthorization should definitely provide for these activities to transpire.

Vocational education is both creative and imaginative. It is taught as something that has reality as its base and carries over as a model for higher order thinking skills. Vocational education is the application of problem solving, model building, getting along with others, and team building. A great strength of vocational education derives from its great advertising quality. Employers and communities want and expect credibility beyond the walls of schools. One of vocational education's most positive forces for achieving credibility is the product of its efforts -- the students themselves. Their participation in vocational student organization activities within the community, and performance on the job, clearly demonstrates practice, performance, and credibility. Efforts should be made to retain provisions in Reauthorization efforts that allow expenditures for youth organization activities.

Consumer Homemaking Education Programs in secondary schools are the only family focused discipline in school curriculum offerings. Some local school districts and even State Departments of Education are deleting the manipulative skills development courses from the curriculum of Consumer Homemaking Education Programs. Without those courses of Food and Nutrition, and Clothing and Textiles, the curriculum is no longer vocational education nor uniquely Consumer Homemaking Education, therefore defeating intent of the Vocational Act and the intent of your Committee and the Congress.

Mr. Chairman, NAABAVE believes that even though the Carl Perkins Vocational Education Act ought to address these issues, it does not now adequately do so. NAABAVE recommends, therefore, that the Act be amended to authorize activities in five (5) areas of major concern.

First, in urban areas and in other areas with high concentrations of Black American students, the Act should authorize activities designed to get Black parents and Black community leaders involved in the planning and decision-making regarding vocational-technical education. Accomplishing this could be done by authorizing set-asides of up to five (5) percent of a district's allocation for professional personnel to encourage and coordinate Black community involvement in vocational-technical education at the local levels. Likewise, in states with several areas of high concentrations of Black students, adequate funds at the state level should be set aside for state coordination of local efforts.

Mr. Chairman, the primary purposes of Black parental and Black leadership involvement is to make them aware of the content and potential benefits of modern vocational-technical education programs. This awareness will help them to make decisions about the quality and appropriateness of available programs and how to be sure that programs remain up-to-date and of high quality. By becoming better aware of these programs and their potential benefits to students who participate in them, Black parents and leaders would likely change or at least ameliorate their adverse attitudes toward vocational-technical education programs.

The second problem relates to the collection of primary vocational-technical education data by race. Collection of race specific data was discontinued about a decade ago. Not having this primary data readily available present problems when trying to determine how well or how poorly vocational-technical education is serving Black Americans. NAABAVE believes that race-specific data is needed for statistical purposes for determining progress and problems.

The third area concerns the shortage of Black teachers, supervisors, and administrators at the local, state, and national levels. NAABAVE believes that the lack of Black role models adversely affects Black students who might be inclined to go into a vocational-technical area. The Act should authorize an Education Professions Development Act-type program designed to recruit, train and retrain Black teachers, supervisors, and administrators in the high skill/high technology education areas. Readily available for retraining are those Black educators currently in low skill, non-gainful employment, and obsolete occupational areas. This program needs to be operated to meet the specific need of specific types of communities and should carry with them stipends of a sufficient amount to attract students of high potential.

The fourth area is designed to solve the low participation problem of Black Americans in the high skill/high technology areas and to increase America's competitiveness in the world. This can be done by providing incentives for both students and institutions. stipends would be provided for Black students who enroll and successfully pursue courses in the high skill/high technology areas and adequate percentage incentives above an institution's formula allocation would be given to those institutions which successfully recruit and train these students.

The fifth and final recommendation aims to allow all students to develop the skills for home and family use that will be needed forever.

> Part B -- Consumer and Homemaking Education
> Sec. 311
>
> From the portion of the allotment of each State under section (101) 111 available for this part, the Assistant Secretary is authorized to make grants to States to assist them in conducting consumer and homemaking education programs. Such programs SHALL include (1) instructional programs, services, and activities that prepare youth and adults for the occupation of homemaking, and (2) SHALL include instruction in the areas of food and nutrition, consumer education, family living and parenthood education, child development and guidance, housing, home management (including resource management), and clothing and textiles.

Mr. Chairman, on behalf of NAABAVE, I thank you for this opportunity to address this committee. I ask you and the committee to give serious consideration to our recommendations.

Thank you.

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YOUTH AND AMERICA'S FUTURE:
THE WILLIAM T. GRANT FOUNDATION
COMMISSION ON WORK, FAMILY AND CITIZENSHIP

Chairperson
Harold Howe II
Harvard Graduate School of Education

STATEMENT OF

SAMUEL HALPERIN

**Study Director, Youth and America's Future:
The William T. Grant Foundation
Commission on Work, Family and Citizenship**

As you conduct the reauthorization process for the Carl D. Perkins Vocational Educational Act, it may be helpful to consider some of the findings of **Youth and America's Future: The William T. Grant Foundation Commission on Work, Family and Citizenship.** This panel of 19 distinguished Americans spent two years reviewing a rather vast body of literature drawn from research and demonstrations. Our goal was to identify well-proven approaches to helping more young Americans be successful in their roles as workers, parents, and citizens. The following excerpt from the Commission's January 1988 Interim Report, The Forgotten Half: Non-College Youth in America (pp. 50-51), includes some of the things we had to say about vocational or occupational education:

> *General education is the best preparation for effective individual functioning and responsible citizenship....Vocational education, including guided work experience, is an essential, not merely an elective, part of general education....This means that vocational education is for all students, not just an alternative to academic studies for the less academically oriented. I want the college-bound students to include vocational studies too, just as I want to be sure that students not going to college secure a balanced program in academic subjects....The issue is...what kind of education contributes most to economic competence and satisfaction in work and life.*
>
> John A. Goodlad, A Place Called School

Vocational education enjoys a peculiar status in American education. It is the only part of the secondary school curriculum that has consistently been supported by federal funds for 70 years, a condition reflecting the expectation that it contributes uniquely to the economic strength of the nation. Yet, that contribution has been quite difficult to demonstrate empirically. Generally, benefits to vocational graduates in the labor market are variously reported as small, unreliable, or nonexistent. For the most part, employers find that job-specific training is taught better on the job or in specialized, postsecondary institutions than it is in high school classrooms that must often make do with outdated machinery and methods. Moreover, employers are loathe to hire young people fresh out of high school for *career* opportunity positions. Instead, they tend to search for the sound work habits, basic skills, and good interpersonal and communication skills they need among those who are older and more experienced.

Exceptions, however, do exist. In some outstanding programs, local employers supply equipment, supervision and virtually guarantee jobs. Graduates of clerical programs in typing and related skills that easily transfer to business settings are also quickly hired. Moreover, their earnings have been demonstrated to be substantial.

Vocational education also appears to reduce dropping out, even though vocational students are more likely to leave school before graduation than college preparatory or general track students. This seeming paradox results from the tendency of potential dropouts to transfer into the vocational track as a last resort, often when it is already too late. Nevertheless, many other at-risk students who have stayed in school have testified that had it not been for their vocational courses, they too would have dropped out. While not a panacea for all youth, vocational education can be an effective prevention strategy for some.

Many students find they learn basic skills and retain academic facts and concepts far more easily when they are built into active, work-related learning experiences. They enjoy working in smaller groups with the same students for half of the day and often thrive on the special attention that teachers in these more personal settings are able to give. Perhaps most important, many at-risk students in vocational classes are motivated to do well because they can see the connection between what they are learning in school and their future success in the real world.

This applied approach does not mean that students should be denied contact with significant world literature or the opportunity to learn more than the most practical writing skills. Young people who understand the importance of carefully reading instructions to fill out an insurance claim or work permit, and will work hard to do so, can also be helped to see how reading, writing, and talking can help them think about the complexity in their own lives and begin to handle some of the problems they face. In the best of current high school vocational education programs, this is precisely what happens. Instructors rely on a variety of applied *and* experiential teaching methods to teach courses, a large proportion of which are academic, rather than strictly vocational, in content.

We remain convinced that even though most vocational education may not excel in preparing students for most *specific* kinds of work, if redirected it can offer an even more valuable preparation: a unique and effective way for many students to acquire the basic skills and general abilities they will need to be successful in a wide range of endeavors. We agree with John Dewey that the fundamental purpose of vocational education should not be to provide narrow occupational training, but to link education with adult life. *We recommend, therefore, that the goal of vocational education be redirected away from specific job training to the more realistic -- and valuable -- goal of motivating students to acquire the skills and knowledge they need for both work and active citizenship.*

In its November 1988 Final Report, The Forgotten Half: Pathways to Success for America's Youth and Young Families, the Commission again referred to the important role of occupational education when it is based on a firm foundation of academic skills (pp. 129-131):

The Commission endorses a mixture of abstract and experiential learning opportunities, a combination of conceptual study with concrete applications and practical problem-solving. That is why we urge a renewed look at some time-tested devices for sound learning: cooperative education, work-study, apprenticeships, internships, service-learning, community service, youth-operated enterprises, on-the-job training, and mentorship. As a result of our site visits as well as our surveys, we are convinced that *these experienced-based educational mechanisms offer some of the most exciting opportunities available anywhere in America for sound learning and healthy personal development.* For *some* young people, certainly, they can be vastly more productive than schools or colleges. And that is why we consider "educational institutions" to include not only classrooms, libraries, and laboratories, but also other environments where purposeful and effective learning can take place: the workplace, public and non-profit agencies, museums and cultural institutions, the media, youth agencies and community services, field studies and workshops in the out-of-doors, and community-based organizations in the inner city. Trigonometry learned in the school's machine shop or in the workplace complements study in the classroom. Botany may be learned in a horticultural laboratory or in a field station or, better yet, in both.

And that is why we believe that properly conceived and directed vocational-technical education, combining hands-on work experience with mastery of academic, conceptual materials, deserves far greater recognition than it currently enjoys among many educators and policymakers. The kind of person who wants to know how to *apply* geometry *before* and while learning the first theorem, or to overhaul a carburetor and valves *before* and while learning the theories of combustion and energy conversion -- is often turned off by a system of schooling that almost uniformly insists that classroom-taught abstraction and theory *must* precede application. Students who balk at conforming to the educator's notions about "the proper order of things" may well be deemed "slow learners" and tagged as potential educational failures.

Learning best by experience ought not bar youngsters from pursuing advanced education or succeeding in important areas of secondary school learning in such fields as history and literature. There is good evidence that skillful teachers can adapt such studies to the learning modes and motivation patterns of a variety of students. Students who now drop out of high school, go to work, and later enter college at age 25-40 bear witness to the potential now being missed by the rather rigid learning assumptions of many of our secondary schools. *Experiential learning, while maybe not the best teacher for all, certainly deserves more centrality in the constellation of ways we provide for our youth to be successful in life.*

Rather than placing so large and exclusive a premium on possession of a diploma or degree and on other forms of credentialing used as screening mechanisms for the selection of winners and losers, employers need better ways of assessing a person's skills and competencies, regardless of where and under what institutional auspices they were attained. Until these are made available, however reluctantly, prudence would counsel young people to strive to acquire the credentials that most employers use to screen their job applicants. That means graduating from high school and completing as many years of formal education as possible.

The range of existing post-high school educational options we support, including vocational and technical education, paraprofessional training, and academic study, is wide enough to accommodate the diverse needs, career aspirations, talents, and learning styles of all our young. However, we believe that much more can and must be done to *encourage access to, retention in, and completion of all forms of education and training which, in turn, will help make more of our young people successful as parents, workers, and citizens.*

We are not talking about second-rate systems of learning. Rather, we argue that there are numerous avenues to learning and that our expectations are too frequently tuned only to narrow, exclusively academically-oriented assumptions. Many who learn by other modes could benefit from postsecondary educational opportunities that respond to a wide range of learning styles. And many young people could, in time, find their way to a successful college career if they are not prematurely labeled as educational "losers."

The Commission supports strong instruction in core subjects, but we reject the notion espoused by some educators that high schools should teach *only* academic skills that are geared to those going to college and that are ordinarily taught in a manner that ignores the learning styles of many young people. Given the varying needs of a diverse population of learners, continued concentrated on college-bound students will drive an even larger percentage of our students to educational failure.

We believe that there is an important role for high quality vocational-technical education in the high schools, particularly when it is linked with postsecondary programs in community colleges and technical institutes or with quality apprenticeship programs. Presently, however, students enrolled in vocational education programs take an average of two fewer academic courses than students in college preparatory programs, while their mathematics, science, and English studies are usually only general survey courses. It is essential that *all* vocational students study significant subjects -- history, government, chemistry, literature, and algebra, for example -- and achieve appreciation and understanding of these areas that goes beyond the usually less demanding "general mathematics" and "general sciences" courses. Furthermore, the enhancement of learning skills and flexible, problem-solving behavior must remain strongly on the agenda of vocational education.

Education methods and future work demands must be better linked. While the responsibility of schools is not solely to prepare students for college or work, an emphasis on cooperative work strategies, experiential learning, and instruction that requires thinking skills, rather than rote memorization, better prepares young people for the complex workplace they will soon confront.

Together, the schools and community colleges could help to prepare many more of the Forgotten Half for further education or for training beyond high school leading to well-paid careers that do not require a college degree. After all, chefs, plumbers, electricians, carpenters, machinists, pipe fitters, masons, welders, diesel mechanics, and medical and dental technicians -- already in short supply -- are occupations likely to provide far more employment, often at far better wages, than the highly-touted high tech jobs. In the longer view, high quality technical education is essential for the labor force that will produce and sustain the electronic, biomedical, aerospace, and other technologies of the 21st century on which the well-being of the United States and its citizens will heavily depend.

Finally, I would like to describe the Commission's recommendation of **Fair Chance: The Youth Opportunities Demonstration Act.** This proposal is intended to stimulate the development of integrated systems for meeting the education and training needs of all young people.

This model legislation is based upon extensive experience with student financial aid programs, academic support services (like the federal TRIO programs), newer efforts like the I Have A Dream Foundations, and a variety of urban scholarship guarantee programs. Financial aid alone is insufficient to help many young people enter and succeed in college and other forms of postsecondary education. Young people, particularly those from poor families, need to be *motivated* to believe that they can successfully complete a program of advanced studies or training. And they often require remediation to overcome prior skills deficits. Above all, they require counseling and career development, mentorship, and encouragement to stay their course of their studies. When these supports are in place, student financial aid is most effective; when they are not, discouragement is frequent and attrition takes a heavy toll.

Our Fair Chance proposal would create a state-approved locally-administered national demonstration designed to increase access to education, training and supportive services (including counseling and career development) for youth living in targeted demonstration areas. The federal funds would flow to state governors who would select appropriate state agencies to prepare and carry out plans for a demonstration that could be in a rural or urban area. Every Demonstration Act grantee's program should be broad enough to support the complete range of education and training: two- and four-year collegiate studies leading to an appropriate degree; vocational-technical or career training leading to a certificate or diploma; and skills training, remediation, and counseling designed primarily for the unemployed and underemployed. Each local grantee would be required to mount a coordinated and comprehensive program that (1) meets the broadest range of young people's needs, and (2) effectively mobilizes the full range of existing education and training service providers in its area. Through Fair chance, the Commission believes that many more young men and women will be able to acquire the education and training that are their best hope of building careers of dignity and contribution to American society.

TESTIMONY
OF
THE DISPLACED HOMEMAKERS NETWORK

submitted to the
Elementary, Secondary and Vocational Education Subcommittee
Committee on Education and Labor
U.S. House of Representatives

March 30, 1989

The Displaced Homemakers Network appreciates the opportunity to support the reauthorization of the sex equity set-asides of the Carl Perkins Vocational Education Act. The programs that have been established as a result of the set-asides have had a tremendous impact on the lives of hundreds of thousands of displaced homemakers and their families.

In a recent Network report based on census data, it is estimated that there are more than 11.5 million displaced homemakers in this country. These are primarily mid-life and older women who have lost their primary source of income because of separation or divorce, the death, long term unemployment or disability of a spouse, or the loss of public assistance. The Network is comprised of nearly 1100 local programs that provide a range of education and training services to assist displaced homemakers as they enter or reenter the workforce and strive to become economically self-sufficient. Vocational education has played an integral part in the success of many of these women.

The Network has a long history of working at the state, local and national levels to improve the quality of vocational services to displaced homemakers. We provide training and technical assistance on a variety of issues to both states and local programs serving displaced homemakers. These experiences have provided us with a real understanding of the strengths and weaknesses of vocational education. We worked closely with this committee during the authorization of the Perkins Act in 1984 and welcome the opportunity to share our views as you work to improve the vocational education system through reauthorization.

Perkins represents Congress' commitment to increasing access to vocational education programs for those who had traditionally been underserved by the vocational education system. For displaced homemakers, this has been a success. Through the single parent and homemaker set-aside, displaced homemakers have received vocational services that were not been available prior to 1984. We applaud Congress for the role it has played in enabling thousands of displaced homemakers to gain the education, training and specialized services they needed to make a successful transition into the paid labor force.

The reauthorization process provides an opportunity for Congress to renew its commitment to provide vocational training for displaced homemakers, and to expand on the successes of the past four years. We feel that the set-asides are more critical in 1989 than they were in 1984 given the projections for the future workforce.

The Department of Labor's Workforce 2000 report indicates that between now and the year 2000, almost two-thirds of the new entrants to the work force will be women. By 2000, women will comprise nearly half of the nation's labor force. Many of these new workers will continue to be displaced homemakers who without access to quality vocational education programs are ill-prepared to meet the demands of the workplace. Most displaced homemakers have rusty or obsolete skills. In addition, census data show that less than half of all displaced homemakers have completed high school.

Workforce 2000 also reports that a majority of all new jobs will require education or training beyond high school. As technology races towards the next century, all workers will need training and retraining to keep America competitive. For those potential workers such as displaced homemakers who are lacking in basic skills and recent training, access to vocational education must be a priority. The alternative is poverty.

The single parent and homemaker set-aside has provided displaced homemakers with skills that have contributed to America's economic well being and to the economic security of their families. Three in five displaced homemakers are living below 150% of the poverty level. Vocational training leading to high wage occupations can eliminate trading economic dependence on a spouse for dependence on government assistance.

A Network survey of sex equity coordinators found that in 1988 the single parent and homemaker programs served approximately 212,312 individuals. Nearly three quarters of the women served had annual incomes of less than $10,000 when they entered the programs; 41% had incomes of less than $5,000. The services that they have received -- remedial education, assessment, career and personal counseling, tuition assistance, support services, literacy, job readiness, job placement, classroom and hands-on skills training-- have enabled them to make a successful transition from dependence to independence.

Prior to Perkins vocational education programs for displaced homemakers and other women were, at best, scarce. A National Institute of Education study found that less than 1% of all state basic grant money was spent for displaced homemakers, support services for women seeking to enter non-traditional training and child care. Only 0.2% of all state and local matching funds went for these purposes. The 1981 study concluded that most states used "paltry sums," made only a token gesture towards providing services for displaced homemakers, and relied on "symbolic gestures," instead of providing real incentives for encouraging nontraditional enrollment. However, since Perkins, the number of programs serving displaced homemakers has increased dramatically, from 435 in 1984 to nearly 1,100 in 1989.

This could not have happened without the commitment of Congress to improve access to vocational education for women and girls. We believe without this continued federal leadership and commitment of dollars, we will see a retreat in providing these important services. Again, what Congress hoped to accomplish by establishing the set-asides has worked. Because of the poor track record of states in providing these services on their own, we are very wary of proposals which eliminate or diminish the effectiveness of the set-asides. Instead, the reauthorization process should turn our attention to how to strengthen and expand this successful program. We offer the following recommendations to the committee:

Legislative Recommendations

1. **Reauthorize both sex equity set-asides.** The programs established as a result of the set-asides have made a significant impact in the lives of displaced homemakers and other women who have been served. Without these set-asides, displaced homemakers have extremely limited options for achieving economic self-sufficiency.

2. **Increase the 3.5% Sex Equity set-aside to 8.5% and target it to serving girls and young women under 25 years of age, including teen parents and pregnant teens.** Services provided should include the full range of vocational services including training, counseling, life skills development, support and follow-up services as well as special programs to eliminate sex bias and sex stereotyping in vocational education.

3. **Rename the Single Parent/Homemaker 8.5% set-aside the Single Parent/Homemaker/Displaced Homemaker set-aside and target it to serve single parents and homemakers over the age of 25** including the full range of vocational services including outreach, recruitment, counseling, training, job readiness and pre-employment training, job development and placement, support and follow-up services. Programs specifically designed for displaced homemakers to overcome the barriers to participation in vocational training and the obstacles to entry into the labor force are to be given special emphasis.

Rationale:

Changing the name highlights the original intent of Congress which was to ensure that displaced homemakers receive the vocational services they need.

The law currently targets 8.5% of the basic state grant to single parents and homemakers. When Congress established this set-aside, it was intended to address the needs of adult women for vocational training in order to enter and reenter the workforce. The 3.5% set-aside was designed to address the needs of younger women and girls in vocational education (specifically age 14-24).

After the law took effect, the issue of teen parents and their needs began to receive national attention and visibility. It was during the mid-eighties that the extent of the problems around teen parents and the grim outlook for their economic future were documented. The result has been that in many states, the program that was targeted to meet the needs of adult women is being used in large part to support programs for teen parents and pregnant teens. Given the labor force needs over the coming decades, older women will play a vital role in the workforce of the future. The set-asides in vocational education should be adjusted to account for the needs of women of all ages.

4. Require that the states distribute set-aside funds on a request-for-proposal basis.

Rationale: We have found that when funds are allocated by formula some areas receive too few funds to use them effectively, and guidelines on how the funds should be used often are not issued or are not enforced. The findings of the National Assessment of Vocational Education (NAVE) concur. Noting that the median award of sex equity funds to school districts is $3,600 and that three quarters of awards are for $9,400 or less, NAVE concluded that "most grants designed to promote sex equity are too small to carry out any but the most marginal activities." In many cases, the result of formula allocation at the state level is that the intent of the law is not fulfilled. Distribution of funds through a request-for-proposal process would ensure that the recipients of the funds receive enough money to implement the set-asides. In addition, this process would promote greater accountability for the use of funds by grant recipients.

5. Require that a full-time sex equity coordinator be appointed to administer both set-asides. The sex equity coordinator(s) should have full administrative authority over the set-asides, and accordingly, should be required to develop an annual plan for the use of the set-aside funds based on the required needs assessment, manage the request-for-proposal process, distribute the funds, monitor progress and evaluate outcomes for both set-asides. To achieve this the law should, in the provisions for each set-aside, assign these specific responsibilities to the sex equity coordinator(s). These responsibilities should also be included in the list of sex equity coordinator functions listed in Title I of the Perkins Act. The provision proposed in HR 1128 that would eliminate the requirement that the sex equity coordinator devote full-time efforts to that job should be dropped. The provision that would allow the state director of vocational education the discretion to decide whether and to what extent the sex equity coordinator would have a role in administering the 8.5% set-aside should also be dropped.

Rationale: There has been much debate and confusion about what the term "administer" means with respect to the sex equity coordinators' responsibilities. The concept of administration must be clarified to ensure that quality services are delivered to the targeted population. The measures we suggest will accomplish this.

There is evidence that in some states sex equity coordinators are excluded from decision-making processes about funding. In addition, they have had significant portions of their responsibilities "delegated" to other staff without their approval and without being given supervisory authority over such staff. Sex equity coordinators are seldom given access to adequate support staff needed to carry out their administrative duties effectively. Such practices serve to circumvent the sex equity coordinators' administrative authority and defeat the purpose of this portion of the Act.

The aforementioned provisions proposed in HR 1128 would only compound this undermining of the sex equity coordinators. The duties involved in this position clearly require not only the full-time efforts of the sex equity coordinator, but the assistance of support staff as well. Further, allowing the state director to decide to limit or eliminate the 8.5% set-aside from the sex equity coordinator's jurisdiction would fragment and weaken services to women and girls under Perkins. In fact, both of these proposed departures from current law move in exactly the opposite direction of what would most benefit women and girls. We urge that these provisions be dropped.

6. **Add language to the set-aside provisions specifying that pre-vocational services and comprehensive support services be made available as needed to potential and current participants. Drop the proposed provision in HR 1128 that would remove non-vocational counseling from the list of allowable services under the 8.5% set-aside. Add clarifying language to the 8.5% set-aside provision to include adult dependent care as an allowable support service.**

Rationale: Some states have taken the position that pre-vocational services and support services such as child care are not allowable under the Act unless an individual is already enrolled in a vocational education program. This is an extreme barrier to displaced homemakers because they cannot receive the services they need to enroll. Some states have even precluded such services until a program participant has completed part of a vocational education program. In general, without pre-vocational and support services, most displaced homemakers are unable to participate at all.

Counseling services currently provided through 8.5% programs include life skills development, personal counseling and support groups -- services that are essential to the women who participate in these programs. Displaced homemakers face many difficult barriers to employment that result from their unique experiences. Vocational counseling alone cannot address these barriers. In order for these women to participate and succeed in vocational education programs, they must have vocational and other counseling services.

Current language in the 8.5% set-aside provision allows for child care, but not adult dependent care -- an important need for many displaced homemakers who are predominantly mid-life and older women. The suggested language will correct this oversight.

7. **Require the Department of Education to conduct biennial (once every two years) oversight visits specifically to examine the implementation of the sex equity provisions.** Based on these

findings, the Department of Education should provide technical assistance and/or take corrective action to address any violations. If necessary, the Department should fund appropriate personnel to accomplish this.

Rationale: Our work with programs receiving Perkins funds and the sixteen-state research of the National Coalition on Women and Girls in Education indicate that in many respects the intent of the law is not being fulfilled and little or no action is being taken to correct the discrepancies between the intent of the law and the practices within states. As a result, we believe that this provision is necessary to document violations and to ensure that corrective action is taken.

8. Require that the General Accounting Office conduct a study to determine whether states are complying with the assurance that special consideration be given to displaced homemakers and those with the greatest financial need when using funds allocated for single parents and homemakers.

Rationale: Little evidence was found to suggest that states give any special consideration to displaced homemakers and those most in need. A GAO study would identify those states that are not in compliance with the assurance.

9. Require that the sex equity coordinator develop data collection procedures appropriate to the target populations being served by the set-asides. The procedures should provide information about program services and outcomes as well as who is being served.

Rationale: This requirement will promote effective evaluation of both needs and services to displaced homemakers.

10. Strengthen the language in the Sex Equity and Single Parent/Homemaker set-aside provisions to ensure that the services under these set-asides can be provided by community-based organizations that have demonstrated effectiveness in serving the targeted populations.

Rationale: This would eliminate the practice of states limiting or excluding community-based organizations from receiving set-aside funds. At the same time, it would help ensure that only those community-based organizations capable of effectively serving the targeted populations would receive funds. This is especially important for older and minority displaced homemakers who are more likely to seek services from a CBO than an education institution.

11. Require that no portion of student financial aid received by a student be counted as income or resources in determining eligibility for any other assistance program funded in whole or in part by federal dollars.

Rationale: Under current law, the Food and Nutrition Service (FNS) counts student financial aid administered through Perkins

Title II-A as income in determining eligibility for food stamps. In addition, FNS penalizes women who are less than full-time students by counting their supplemental child care and transportation monies against their food stamp allotment. The result is that financially disadvantaged women are forced to choose between a decrease in their food stamp allotment and attending their local community college. This is contrary to Perkins' stated purpose of bringing more women into the vocational education system.

These recommendations are will strenghten the effectiveness of the set-asides without reneging on Congress' commitment to expanding displaced homemakers' options for achieiving economic self-sufficiency. The Displaced Homemakers Network looks forward to working with you on this important effort. Thank you.

FORUM PRESENTATION MADE TO THE
HOUSE OF REPRESENTATIVES COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION

THE EFFECTS OF THE SCHOOL REFORM MOVEMENT AND BASIC SKILLS REQUIREMENTS ON VOCATIONAL EDUCATION

February 17, 1989

Rayburn House Office Building
Room 2261
Washington, D. C.

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FORUM PANEL PRESENTATION TO THE HOUSE COMMITTEE ON EDUCATION AND LABOR SUB-COMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

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INTRODUCTION

To the Chair and other members of the committee and fellow panel members: I bring you greetings from usually sunny Southern California and the Los Angeles Unified School District, where it has been cloudy, rainy, and cold by our standards for the past week.

I express my personal appreciation for being invited to share a few thoughts with you on this somewhat controversial issue.

In my short discussion with you today, I hope to provide you with the perspective of the student who is marginal in his/her appreciation of the need for school. I will also touch on the student who has to make it on his/her own.

I also hope to provide you with information that will touch a new cord of concern for the students who gain attention because of negative statistics, yet who, with a few thoughtful policy decisions, could be among the positive statistics.

I will discuss those students who seem to have been unintentionally affected by the recent wave of reform policies, and I will discuss briefly the impact these policies have had on the delivery of vocational education services.

The primary documents used to develop the discussion material are Vocational Education at a Crossroads, prepared for the California State Department of Education in 1986, and Dropping Out, Losing Out, the High Cost for California, prepared by the California Assembly Office of Research, September 1985.

I also took time to discuss the issue with a number of my colleagues in the Los Angeles Unified School District and the spirit of the information received in those discussions is reflected in my presentation.

BACKGROUND

The Los Angeles Unified School District is the second-largest school district in the nation and is reflective of the staggering school population growth, urban complexities, and ethnic diversity that face many other school districts in the nation. Our school district with an average increase of 7,300 students per year for the past five years is experiencing the unprecedented challenge of providing educational programs and support services attuned to the needs of students from over 80 different countries with nearly as many languages.

With a beginning enrollment this year of more than 825,000 students in grades K-12 and adult education, the combined ethnic minority equals 83 percent, of which 56 percent are Hispanic, 19 percent are Black, almost 7 percent are Asian, and 1 percent is native American.

The District's Division of Adult and Occupational Education serves over 500,000 adults and youth over the course of a year -- the largest number of any district in the nation. The programs offered are a "safety net" or "second chance" for those young people who have dropped out of high school or are facing the possibility of dropping out, and for the many adults who are attempting to enter or reenter the work force. The academic and job-skills classes offered reflect the ever-changing and diverse needs of Los Angeles' socioeconomic environment. For example:

- Over 200,000 youth and adults receive English-as-a-second language instruction
- Over 120,000 youth and adults receive job-skills training

- Over 10,000 adults are participating in literacy programs
- Over 60,000 high school youths participate in our programs for dropout prevention
- Over 129,000 amnesty applicants have participated in our special program since May 1988
- Over 3,000 students participate in a specific dropout recovery program.

EXAMINING THE REFORM INITIATIVES

When analyzing the effects of education reforms, it is helpful first to revisit conditions that existed when the reforms were initiated and to review the specific reform movements.

During the 1970's California's public education system, as well as systems across the country, was faced with high inflation costs, dropping enrollment, and, unique to California, reduced income due to the loss of tax revenues under Proposition 13. As a result, financing for the average California classroom was reduced by nearly $7,000. Further, the federal government's report, "A Nation at Risk," spoke of declining academic standards nationwide and related effects this would have on our social and economic health.

California led the way in responding to this report by approving its major reform bill, Senate Bill 813, the Hughes-Hart Educational Reform Act of 1983. This bill authored by the chairs of the education committees of both houses of the California Legislature amended the California Education Code by:

- Increasing high-school graduation requirements to include greater emphasis on academics, including math, English, social studies, language arts, and basic science
- Creating longer school days and school years to accommodate a more rigorous academic program
- Requiring additional teacher training
- Increasing teacher pay

When this bill was passed, it was supported by employer groups who felt that the most essential needs for high-school graduates were literacy, basic mathematics, positive work attitudes, and the ability to learn. This does lead, however, to the question, "What effect has this reform had on our education system, our students in general, and specifically, on our Black and Hispanic students?" The answer is complex.

On the surface, the general consensus from education leaders is that positive results have been realized. Examination of data will show improved test scores and increased numbers of high school students entering college or four-year universities.

For certain Black and Hispanic students, positive gains have been achieved in these categories, not only by those students who are academically able, but also by those who possess the self-motivation and desire to pursue a college education. Unfortunately, a disproportionate number of Hispanic and Black students are among the high-risk, non-college-bound groups that require extraordinary efforts if we are to reach them.

Overall, a discussion of the effects of the educational reform must acknowledge that although academic gains have been achieved, these gains are overshadowed by the more rapidly increasing ethnic and demographic factors that pose barriers to growing numbers of non-college-bound students. A report by the William T. Grant Foundation Commission on Work, Family and Citizenship, entitled The Forgotten Half: Non-College Youth in America, dated January 1988, refers to this group as the "forgotten half."

The current education reform initiatives have offered little benefit to the non-college-bound student. New reform initiatives must be pursued to account for and recognize the value of this youth group.

WHO ARE THE "FORGOTTEN HALF"

The "forgotten half," or more accurately stated, the "forgotten 80 percent" includes 20 million high-school youth who have dropped out, or are on the verge of dropping out. Also included are the growing number of youth who have discovered that a high school diploma is no longer a guarantee of success--they manage to graduate but still lack the necessary skills to enter postsecondary education or to enter employment at an adequate income level. Largely, they are the men and women who determine the well being of our American family, society, economy, and democracy.

Consider the economic characteristics of the "forgotten half":

- Young workers, age 20-24, suffer extremely high unemployment rates: 20.3 percent for Blacks and 11 percent for Hispanics (1988)
- Teenage unemployment remains high: 15.8 percent for all teenager; 32.4 percent for Black teenagers
- Income is at poverty level and is continuing declining. Male workers' real mean income in 1986 was $9,027, as compared to 13 years earlier when it was $12,166 (in 1986 dollars)
- Real median income for families headed by 20-24 year olds decreased by 27 percent from 1973-1986
- Home ownership for this group decreased by nearly 10 percent to 29.1 percent
- Only 6.3 percent of all single-parent families are able to afford house payments
- The proportion of single parents who rent has doubled since 1973; it is estimated that 81.1 percent of their income goes toward rental costs
- In 1986 one-third of the families headed by persons under the age of 25 were at poverty level--triple the rate for all American families and more than double the rate for such families in 1967

WHY IS THE "FORGOTTEN HALF" INCREASING?

Once again, it would appear that the educational reform initiatives that emphasize only academic excellence have little impact on the "forgotten half," or they may even contribute to their growing numbers. Certainly, many forces beyond the control of the school system contribute to the increased dropout and low-achievement rates. Statistics show, for example, that:

- One in every five children in California public schools lives in poverty and is underprepared upon entering school
- One in every six children was born in another country and most lack English language or academic proficiency According to the California State Department of Education, the percentage of Hispanic students in California is expected to increase from 30.7 percent to 35.1 percent by the year 2000. (The Los Angeles Unified School District's Hispanic enrollment is expected to continue to increase from the current level of 56 percent.)
- California school enrollment has been increasing at a rate of more than 100,000 students per year, forcing the state's education budget allocation to grow rapidly, just to keep pace with the per-student spending rate.

WHAT SKILLS ARE NEEDED FOR SUCCESS?

Nearly two years ago, the Los Angeles County Economic Roundtable issued a policy statement entitled "Human Resources are the Foundation for Future Economic Growth," which noted that work force productivity and corresponding improvements in living standards are in large measure contingent upon an accessible and effective public school system. Today the message is the same. This belief is supported in numerous reports that discuss the existing mismatch between skills of the current and emerging work force compared to skills required by employers, and skills and attitudes needed to contribute positively to our economy and society.

The Hudson Institute's Workforce 2000 summarizes some of the prevalent, but by no means unanimous, views of the economy:

- Our economy will grow at a healthy pace, with manufacturing comprising a diminishing portion
- Service industries will greatly increase and represent the majority of new jobs and wealth
- The work force will grow slowly, and with the number of youth declining, will consist of larger proportions of older, female, minority, and disadvantaged employees

CALIFORNIA SCHOOL REFORM AND VOCATIONAL EDUCATION

The goal of the reform movement remains popular in many circles. A report prepared in 1986 for the California State Assembly, Vocational Education at a Crossroads, asks a vital question pertinent to today's discussion: What effect has the reform movement had on (1) the curtailment of needed vocational education, and (2) the intensification of "high risk" youth problems?

Effects on Vocational Education

The report asks whether the academic emphasis of the reforms has restricted available vocational education choices and reduced funds available to maintain top-quality vocational programs. A basic concern about these possible losses is whether the non-college bound student will be prepared to go into the world of work with a marketable skill for which a self-supporting wage can be earned. Two other concerns relates to the college-bound student: (1) Will the student have acquired a skill on which to fall back if the college career has to be postponed or terminated? and (2) will the student who must work part-time have a skill adequate to assure income that would enable the student to complete school? The report states that there is evidence that some California students may acquire needed skills by attending community college, but a significant number of high-school students will have a limited opportunity to acquire skill training beyond their K-12 experience.

Intensification of "High-Risk" Youth Problem

Youth plagued with personal disadvantages such as teen-age pregnancy, cumulative scholastic deficiency, alcohol or drug abuse, physical or mental handicaps, limited English proficiency, and/or poverty are thought to be at risk in a highly academically oriented environment. The report alludes to concern that these negative conditions fosters more school failures, diminish student maturation efforts and increase dropout rates. Although the report does not say that the feared outcomes are inevitable, it does note that "on-line" educators, including teachers and principals, strongly believe that the increased academic requirements generated by the reform movement have a negative impact on the marginal student.

TIME SPACE IS LIMITED

It is now clear that students have a limited amount of time available in which to take courses to satisfy the basic graduation requirements. In California, prior to the passage of our Senate Bill 813, a typical student needed 209 course units to graduate, of which 112 were to be academic units. SB 813 required students to complete 130 academic units. This change results in a 19-percent reduction in the students' time available for electives. The students' discretion to choose vocational education and/or other electives as part of their course work is reduced.

A Stanford University study of 20 comprehensive high schools showed a decrease of 16.2 percent in vocational courses offered following enactment of SB 813 and an increase of 6.5 percent in academic offerings for the same period. The study showed that the greatest decline occurred in home economics. Courses such as foods, clothing, personal economics, and parent education were high on the list of reductions. Needless to say, these life-skills courses are fundamental to the needs of many young people who must otherwise move into the world of adulthood like a non-swimmer into an Olympic swimming pool that has no sides or shallow end.

The reductions in courses such as automotive repair, metals, and drafting ranged from 9 to 12 percent. Business education course offerings, including accounting, business law, office practice, shorthand, and typing, were reduced about 10 percent. This occurred even though the California Employment Development Department reveals that in the Los Angeles metropolitan area, the state's largest job market, the highest occupational demand in this decade has been for secretaries.

A special survey of selected superintendents, principals, and vocational-education teachers revealed their belief that reform was the direct cause of reduced student participation in vocational education. The same survey revealed that these on-line educators believed that the trend would continue.

The effect of the reform movement is evidenced in my own district by the reduction in the number of vocational education teachers between 1983-84 and 1988-89. In 1983-84 the Los Angeles Unified School District had 274 vocational education teachers in the comprehensive high schools and 296 vocational education teachers in the junior high schools. This year, 1988-89, there are 227 in senior highs and 183 in junior highs, a reduction of 17 percent and 34 percent, respectively.

Differences in student participation are also notable. Senior high vocational education enrollment went from 32,406 in

1983 to 26,526 in 1987. As with the teachers, the junior-high change was more dramatic. There were 40,014 vocational education students in 1983; in 1987, there were 21,676.

The loss in vocational education participation opportunities for students leads to a conclusion that students' secondary schooling clearly does not afford them the chance to be prepared to live as independent adults. In addition, the student who is inclined to go to college has a decreased chance of working his or her way through school. It is almost inevitable that many students will have no choice of jobs other than minimum-wage, part-time employment because they have not been able to learn a skill that will make them marketable for a higher wage.

RISKS FOR STUDENTS

A study conducted on behalf of the California Assembly in 1985 noted a dramatic increase of dropouts in the first part of the 1980's. A 1986 policy seminar paper of the University of California at Berkeley, Stern's, Reducing the High School Dropout Rate in California, notes that evidence exists to support the notion that the availability of vocational education helps retain marginal students. Vocational Education at a Crossroads states, "If these courses encourage continued school attendance among dropout prone students, it is reasonable to expect that curtailment of these programs will increase dropout rates."

The latter paper further notes that other research confirms the importance of the contribution of vocational education to the retention of marginal students. The research isolated a number of program components that when appropriately integrated contributed to the reduction of dropout behavior, including (1) the capacity to identify potential dropouts, (2) the capacity to separate high-risk youth and place them in new environments to meet their needs, (3) the use of vocational and out-of-class learning to teach basic skills, (4) intensive and flexible programming, (5) the integration of many program resources, (6) the targeting of limited resources to the most needy students, and (7) student evaluation and performance standards.

The studies observed further that vocational education is consistently a critical element for retaining dropout-prone students. A frequently accepted explanation is that vocational education provides a hands-on medium for teaching basic academic skills to students who do not learn well in the abstract. Vocational educators also contend that the daily, one-step successes of vocational education students encourage them to remain in school.

An exploratory survey of selected California administrators and vocational education teachers revealed their beliefs that the reform academic requirements probably contributed to the dropout problem at the time of the survey. These same respondents thought that while the new requirements would help overall academic achievement scores to rise, the added requirements would increase the number of remedial students, reduce services to students with special needs, and increase dropout rates. There were mixed feelings about the reform's long-term effect. Persons working directly in a vocational education job concerned that the long-term consequences would cause an increase in dropout rates.

Few of the respondents thought that the new requirements would be perceived by students as a challenge to be overcome. On the other hand, Wehlage, in a 1983 Phi Delta Kappa article, suggested that increased vigor in both vocational and academic classes can foster improvement in student achievement and, possibly, dropout rates.

To summarize, although it is difficult to conclude unequivocally that reform causes dropouts, one can conclude that since participation in vocational education has been shown to reduce dropouts, limiting the vocational education opportunities can be expected to contribute to this severe problem.

NEW PROGRAMS

A draft copy of California Plan for Career-Vocational Education; Part I: Policy Directions, January 1989, developed by the California State Department of Education and the California Community Colleges Chancellor's Office, states that over 30 percent of all California students who begin high school drop out before graduating; with inner-city schools, the rate approaches 50 percent. Multiple factors contribute to dropout behavior. Such matters as truancy, teen age pregnancy, involvement in crime and gang warfare, and a student's literacy level all play a collective role in a student's daily decision whether to participate or not to participate in school.

In an effort to combat illiteracy, schools tend to increase a student's time in academic courses. Students may find themselves in these academically oriented programs while knowing full well that they will be going into the world of work when school is finished.

The Los Angeles County Economic Roundtable and other employers constantly tell us they need two main attributes in a new employee: the potential employee should be trainable and socially mature. Yet a discussion with the principals of my district's occupational centers, they all noted that none of them knew of an employer calling and asking only for a person who is trainable and socially mature. Every call they received for a potential employee was for a person who had, in addition, a particular skill.

Vocational education with specific skill foundations can be meaningful for all students. However, to some extent, we educators have been obliged to resort to the use of pencil-and-paper tasks because of economics. Alternative means of presenting information and skills training are costly, and we as a people have not made a commitment to provide the resources and equipment that will offer exciting learning experiences and keep abreast of current technology.

Particularly hard hit are "the forgotten half," primarily minority students who need that extra, sustained push. Federal assistance has provided supplemental help to districts heavily impacted with negative environmental factors. This kind of assistance must continue.

In California a bill focused on dropout recovery was passed in 1985. This bill, Senate Bill 65, authored by State Senator Art Torres, provided for settings that offer educational opportunities in flexible learning environments. In Los Angeles, the great majority of these opportunities are offered at our district's skills centers or occupational center sites. This program served 3,400 students last year and has already served 2,000 this year. Our staff is convinced that the success of the program is in part due to the availability of vocational education opportunities. This effort is also thought to be having an effect on the leveling out of the attrition/dropout rate that has plagued officials and community persons for the last decade.

SUMMARY

The evidence indicates that when one part of the educational delivery system is enhanced at the expense of another, a substantial portion of students will go through the system at a disadvantage because of the policy. In this case, we have seen that fewer vocational education classes are now available since the advent of the current education-reform wave, with the result that more students drop out or graduate from high school without a salable skill, an absolute necessity for students who are not college-bound.

Our commitment should be to enhance all elements of our education system, rather than to build up one segment at the cost of another.

Reform is a well-meant effort to improve the education offered by our public institutions. In its present form, however, vocational educators see it as a "Voc Buster" designed to clean up the dust of academic inadequacy that has blown across the prairie of American education. Instead, the "buster" spews out disaster for many students who would find success in the hands on opportunity offered by the vocational education setting.

VOCATIONAL EDUCATION ACT REDCOMMENDATIONS

Equipment

Vocational education equipment in schools across California is often out of date and in need of repair. The sentiments of the local citizen who says, "I am not going to pay more for schools" will probably hurt us all. Although the upgrading of local schools is traditionally thought to be a local responsibility, a poorly equipped vocational program in Los Angeles can have long-term cost implications for any other city in the nation. If an Angeleno settles in Lexington, Massachusetts, he or she will still have to learn a skill on proper equipment in order to be a productive member of the community.

A setaside allocation for equipment should be a continuing part of the Act.

Capital outlay for such purposes as shop alteration and/or modernization should be an eligible expense as an adjunct to any equipment authorization that is finally approved.

In addition to the above, I hope the committee will consider the following:

Funding eligibility for five-year development and implementation efforts to coordinate curricula in high-school and community college vocational subjects that would develop and encourage articulation between high schools and community colleges.

Allowing funds to flow directly to school districts large enough to demonstrate the ability to meet requirements and performance expectations of the Act.

Funding for continued educational services to adult clients who have met the minimum educational requirements of the amnesty program.

Funding specifically in adult education programs to be used for vocationally related English and/or literacy instruction, as well as vocational-skills instruction.

Funding for the development and implementation of pilot, vocational education efforts with particular emphasis on technology principles to supplement instruction in grades 6 through 8.

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Committee on Education and Labor Forum on the
Reauthorization of the Carl D. Perkins Vocational
Education Act
Friday, February 3, 1989

Chairman Hawkins, honorable committee members, staff and guests,

I have been asked to focus my comments on the "appropriate roles of secondary and post-secondary institutions in vocational education," with special attention to the concept of "tech prep" education.

I am delighted to do this because I believe that no concept or program model holds more promise for meaningful, effective reform and improvement of technical and vocational education for our youth than tech prep. I make this claim on the basis of solid experience with the program and daily struggles with the new demands facing occupational education--demands which public schools and community colleges must surely meet together.

Let me urge you from the outset of my remarks, then, to give your full support to H.R. 22 introduced by Representative William Ford, and perhaps to go beyond this important bill with additional changes to the Carl Perkins Act.

My rationale for this recommendation is strategic, economic and pragmatic. It is neither necessary nor possible in this brief presentation to marshal the impressive evidence of the economic change and challenge we face.

What this evidence suggests is a rapidly emerging crisis in the availability of highly skilled technicians. A crisis which could cripple many of our most important, future oriented industries. Fifteen of the twenty fastest growing jobs fall into this category. And many of the blue collar occupations once served so well by vocational education have themselves been transformed by technology, in what some have called the "gray-collar" revolution. The mix of critical skills in our economy is upscaling so rapidly that it calls into question the very term "vocational."

Trends in community and technical college programming, which are largely market driven, reflect these changes dramatically. In North Carolina, for example, fifteen years ago our occupational programs and enrollments were about evenly divided between vocational trades and technical or paraprofessional programs. Now technician training outstrips vocational training by more than two to one. And this decline in interest in traditional vocational programs is accelerating.

I believe that the evidence clearly points to a compelling need for a bold, effective national strategy for technical education and training. And that the role of both secondary and postsecondary vocational education must be reshaped toward technical level education as a first priority.

We can begin by recognizing key elements of such a strategy and incorporating them into major revisions of the Carl Perkins Act. For example, it should be obvious that for most critical technical occupations, a high school diploma is no longer an adequate entry-level credential. And furthermore, it simply isn't possible to provide the level and length of technical training needed in a high school program. Therefore, we should redefine the purpose and redesign the content of the high school program to enjoin as its primary objective preparation for success in postsecondary technical education.

This, of course, is precisely what tech prep is all about. While in high school, students build a foundation for technical education in applied mathematics, science and technology, as well as communications and problem-solving. In addition, they develop a much clearer sense of the broad opportunities and demands in some cluster of technical occupations. Specific occupational skills aren't banished from the curriculum; but they are broadened. To give a simple example, rather than teaching students to lay brick, or join wood frames, they would acquire a broad understanding of the processes and fundamentals of construction. Rather than learning to tune a car, they'd learn the math, physics, electronics, hydraulics, etc. that make a modern vehicle work. This provides a broad foundation for success in technical skills to be mastered in an associate degree program.

In North Carolina, as some of you have seen, we have developed a rich variety of cooperative relationships between public schools and community colleges. These successful programs have developed when educational leaders have risen above the time honored and outmoded issues of turf protection, who gets what dollar, and struggling to defend the survival of outdated programs. I commend this committee and the National Assessment of Vocational Education for working similarly to achieve a broader vision of what technical education can be.

And in that vein, I recommend the following steps for shaping the Vocational Education Act toward a more dynamic future, where technical education is the shared priority at both the secondary and postsecondary levels.

First, endorse H.R. 22 as a concrete step toward effective cooperation between secondary and postsecondary institutions in delivering technical education.

Second, boldly symbolize this new direction by renaming the act the National Technical Education Act.

Third, define successful outcomes in secondary programs primarily in terms of students successfully mastering the skills necessary to succeed in postsecondary technical education; measure program effectiveness in terms of the numbers of students successfully continuing their technical education in an accredited postsecondary institution; and create incentives for programs succeeding in this primary objective.

Fourth, require states to adopt this objective as a central thrust in state and local planning and insist that they deploy the federal resources available under the Act to achieve this purpose.

and Fifth, define program success for postsecondary programs primarily in terms of demonstrated student mastery of technical and related knowledge and skills.

In this one area our nation's economic policy and education policy converge most clearly. We've shed a lot of tears, spent enormous resources, and placed a high priority on assuring the competitive success of our nation's precious high value industries. And we've made great progress in creating capital resources, investing in state of the art production technology, and opening new markets. But we will do well to recognize that these essential strategies are highly transportable; they can be and have been replicated anywhere in the world, and thus do not guarantee any competitive advantage. Our competitive edge will come, must come from our people, by working smarter, more flexibly, more effectively. To achieve this, we must have the preeminent technical education system in the world. You can lead us significantly in that direction by reshaping the Carl Perkins Vocational Education Act to that end.

Thank you.

MARCH 1989

STATEMENT OF THE ASSOCIATION OF AMERICAN PUBLISHERS, INC. BEFORE THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION COMMITTEE ON EDUCATION AND LABOR U.S. HOUSE OF REPRESENTATIVES

The Association of American Publishers, Inc. is a nonprofit trade association composed of publishers of books and other educational materials. Our membership comprises most of the American publishers of educational materials. AAP constitutes the principal trade organization of the book publishing and educational publishing industry. AAP's members produce educational instructional materials for use in all segments of American education, including vocational-technical education. Because of the role that our members play as partners in the educational process, we are filing this statement in support of the Carl D. Perkins Vocational Education Act.

AAP believes that funding for vocational-technical education is becoming increasingly important to the competitiveness of America as a nation. We are aware that the number of American jobs requiring skilled workers is growing. We are also aware that the number of young people entering the work force is at its lowest point in 40 years. The demand for skilled workers that cannot be supplied by the workforce plagues the American economy and will continue to do so in the foreseeable future. Could it be that the

U.S. as a nation is feeling the pinch of competitive pressure from the Japanese and some European countries precisely because we have failed to place a high value on effective basic and vocational-technical training that ensures the development of competent workers?

AAP believes that it is the responsibility of this Congress to provide the leadership necessary to reverse the trend toward a workforce having inadequate basic skills and lacking the functional training needed to handle the rapidly changing jobs of today and tomorrow.

The characteristics of the workforce of tomorrow are projected in the authoritative publication, "Workforce 2000--Work and Workers for the 21st Century" (William B. Johnston and Arnold E. Packer, Hudson Institute, June 1987), which states that new jobs in America's workforce will demand much higher skills than the jobs of today. Technical education and the educational materials used therein must be designed to help train those who are needed to fill these future jobs requiring higher skills. The fastest growing job availability is projected to be in the technical fields, requiring improved education and skills levels. Under our current system, it is estimated that by the year 2000 more than three-quarters of the available workforce will have limited verbal and writing skills. At the same time, only 40 percent of the projected jobs will be able to be filled by workers with such limited skills. ("Workforce 2000")

Congress must ensure that there is equal access for all to

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acquire basic skills in the functional content and knowledge areas--not only to satisfy workplace requirements, but also to develop a productive citizenry so that our country can compete in the world of high technology. Strict reliance on academic programs ignores the reality of students who today are ill-prepared to handle rigorous academic subjects and who graduate with inadequate skills or who drop out because they have had no success in school and see no reason to continue their education. In a recent study reported in Education Week (February 15, 1989), more than half the schools surveyed cited increased dropout rates as a disadvantage of the new graduation requirements. Twenty-five percent cited increased failure rates. Attention must be directed to the education of youths who do not follow a strictly academic educational path. As a nation, we cannot afford to ignore the needs of our human capital. The cost to American business of under-educated workers is over $240 billion annually--more than ten times the amount expended nationally for education!

Greater emphasis must now be placed on secondary programs that reach the "at risk" student early enough to prevent dropout. We believe that funds are desperately needed for programs to develop functional literacy and basic job skills. Furthermore, vocational programs that include work training have been shown to help students develop both basic skills and some higher level academic skills. As students experience success in these programs, they also become more interested in setting and pursuing further educational goals. Vocational programs are the light at the end of the tunnel for the growing numbers of people in this country who lack the skills they need to become fully functioning members of our society.

All students must have access to well-designed programs that help equip them to contribute to the success of our country. Not only must the opportunity to obtain educational training be available, but the proper instructional materials must also be available so that all students, including the economically disadvantaged and minorities, will have the opportunity to become effective citizens through vocational-technical education. The Perkins Act should ensure that funds are available for the purchase of instructional materials that will help carry out the purposes of the Act. We believe that publishers are producing quality instructional materials responsive to the dual needs of basic education and of vocational-technical programs. The publisher, like the school system and also now the Congress, faces the difficult task of providing effective instructional materials that will meet the needs of varying age groups, varying skill levels and career objectives of the college-bound, non-college bound, and the potential drop-out student. Materials must be available that meet today's needs as well as anticipate tomorrow's--a formidable challenge, but one which publishers accept and try continuously to meet. It is also important to point out that, although materials are available, the acquisition of books must compete with other demands on the scarce resources of school systems. Of every dollar spent on education, less than one percent is spent on textbooks and instructional materials; the average estimated expenditure per pupil for textbooks in 1988 was only $37.45. Students who must continue to use outdated text materials because their schools cannot purchase up-to-date editions are quickly placed at a disadvantage in learning the most up-to-date technology and business practices.

Authority should be explicit for federal funds to be spent on the acquisition of "curriculum materials" (which is defined in section 521 of the Perkins Act) for basic literacy skill programs as well as for vocational-technical programs, and for teacher training and professional development. In the recently-enacted Hawkins-Stafford Elementary and Secondary School Improvement Amendments of 1988, Congress recognized the need to authorize explicit funding for the acquisition of the full range of instructional materials.

Additionally, the reauthorization of the Vocational Education Act should contain provisions adopted in other education laws that federal funds will not be used to pay for the development of new instructional materials unless the Secretary determines such materials are not commercially available.

Secretary Cavazos, in his testimony before this Committee on March 21, 1989, called for accountability in the vocational technical training programs. We concur that accountability is necessary, but we also believe that it should be set at the local level. Those in charge at the local level are best able to determine program quality and student achievement. In this regard, the use of knowledge-based standardized tests is one appropriate approach for determining acceptable program performance. For this purpose, then, federal funding for such testing should explicitly be authorized.

Finally, we support the inclusion of H.R. 22, The Tech-Prep Education Act, in this authorization act as a vital step forward in the field of vocational-technical education. The inclusion of this program would fill the need of this country to develop a work-force that will help the United States compete worldwide. We must take steps now to avoid losing our leadership role because of an ill-trained workforce that is less and less able not only to function at a basic level but also to offer significant innovation through technological advances. To this end, AAP also endorses the proposal of the Council of Chief State School Officers to this Committee on March 16, 1989, that the title of the Perkins Act should be changed to the "Carl D. Perkins Vocational Technical Education Act." It is vital that the new and emerging technologies and changing work environment in the United States be recognized in this Act.

AAP firmly believes that we are at a critical juncture in American history. We can either move forward to ensure that we have a citizenry with adequate skills to fulfill the needs of the American workplace, or we can fall back and not only destroy the role of America as a world leader but also destroy the hopes and aspirations of those Americans who aspire to become meaningful citizens with sufficient skills and training to become gainfully employed. With funding from the Carl D. Perkins Act, our educational institutions can move forward to train students in the skills they will need to support a strong America.

March 31, 1989

HOUSE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

-Reauthorization of the Carl D. Perkins Vocational Education Act-

Written Statement from Forrest P. Chisman, Director of the Project on Adult Literacy, Southport Institute for Policy Analysis, Washington, D.C.

The Southport Institute for Policy Analysis, a not-for-profit, non-partisan research institution, has just completed an intensive six-month investigation of current Federal efforts in Adult Literacy. Our final report, Jump Start: The Federal Role in Adult Literacy, encapsulated our findings and recommendations in a number of areas which are traditionally thought of when discussing adult literacy, as well as other areas which have remained on the fringe of the literacy debate. The investigation outlined existing policies and systems affecting adult literacy and sought a common ground for building a national policy. The common ground we discovered was the economic, political and individual need for establishing a trainable workforce.

Current federal policy in this field goes under many labels: adult literacy, adult education, basic skills training or core academics. We found no single system, approach, or policy but rather a vast array of programs in almost every federal department. This is not necessarily bad news, since a pluralistic approach is necessary. But the lack of any substantial connection between these structures does present multiple problems.

As I stated in Jump Start, adult literacy is everyone's business and nobody's responsibility. The education and job training resources we have must be strengthened, enhanced and held responsible for providing a literate workforce. Vocational education fits squarely within the scope of this requirement. Under existing law, the vocational education program can provide prevocational services or basic skills instruction for students needing such assistance, but doing so is not required, nor is it adequately rewarded or supported. Furthermore, vocational programs are not held accountable for their students acquiring a competency in basic skills or literacy. This situation must change. The complexity of our daily lives demands basic literacy skills, employers demand basic skills competency and vocational students need the education." **Basic skills competency must become a goal of vocational education.**

The vocational education program is in a unique position of being able to assist both high school students and individuals returning to an educational setting to upgrade their skills. A coordinated and focused plan of providing basic skills instruction is critical. It is important for both young people in high school as well as for adults and youth outside the traditional secondary schooling system. This latter population will be 75% of our workforce in the year 2000. **Vocational education in partnership with the Job Training Partnership Act (JTPA) and the Adult Education Act (ABE) can provide the coordinated basic skills training plan needed by these individuals to access the labor market, advance within business and industry, and take advantage of further job-specific training.** These programs must help build a quality workforce and should have the responsibility for doing so.

The basic skills mandate is a new direction for the vocational education system and requires an additional investment by the system in retooling its own infrastructure. **Teacher training and investments in technology are fundamental tools the system must have to adequately address the basic skill needs of vocational education students.** These professional development and upgrading activities, however, should not be done in isolation but in collaboration with other public and private basic skills and literacy service providers. This investment approach provides an excellent opportunity for instructors and educators to learn from each other and create a continuum of service.

Focusing the vocational education program on the basic skill needs of its students and placing a high priority on an investment strategy to build and coordinate a state of the art delivery system would help the program to meet the needs of the 1990s and establishes a solid direction for the long-term future.

I have attached four recommendations which lay out a basic skills competency framework for Congressional consideration during the reauthorization of the Carl D. Perkins Vocational Education Act.

Recommendations for Congressional Consideration

From the Southport Institute for Policy Analysis
Based on Jump Start: The Federal Role in Adult Literacy

THE CARL D. PERKINS VOCATIONAL EDUCATION ACT SHOULD BE AMENDED TO:

1) **Mandate basic skills competency as a goal of vocational education**
   - Apply the basic skills competency goal to all vocational students, youth and adults, in both the secondary and postsecondary programs.
   - Include English as a Second Language (ESL) instruction within vocational programming.
   - Award academic credit to students who master basic skills competency through vocational programs, and credit the student's enrollment to the vocational education program providing the basic skills instruction.
   - Require states to develop basic skill competency measures, which are based on the employment opportunities of today and likely to meet future demands.
   - Require basic skills competency or participation in a program that will lead to basic skills competency as a condition for participation in job-specific vocational education.

2) **Support the coordination of vocational education with the Job Training Partnership Act (JTPA) and the Adult Education Act (AEA)**
   - Encourage joint planning, service delivery and the pooling of resources at the local level.
   - Create an 8% set-aside in the vocational education legislation, which is to be used with the JTPA 8% education set-aside either through cooperative agreements between the Governor and the state administrator of vocational education, or by granting the Governor administrative control over both 8% set-asides. These set-asides should:
     - A) Assist vocational and JTPA programs to build their capacity to deliver basic skills services;
     - B) Promote cooperative efforts with other basic skills programs;
     - C) Establish systems to ensure accountability for basic skills service delivery and competency.

     These purposes can be met by activities such as: curriculum and model program development; interagency plans that move participants along a continuum of service and across programs as appropriate; targeting intrastate resources to areas most in need; joint data collection; common measurement tools; evaluation and incentives for quality programming.
   - Nothing in the 8% set-asides should be construed to prohibit other federal and state funds from also being used for these activities.
   - Strengthen the connection between vocational programs and adult education programs, as is currently done for JTPA, by referencing the AEA program in the vocational education legislation, in appropriate sections such as: state planning; and membership in the state council.

3) Provide for teacher training and technology investment

- Establish a federal grant program that would match (on a one-to-one basis) up to 4% of each state's federal allocation for vocational education for each of the following two purposes:
  - A) Training teachers to provide basic skills instruction; and
  - B) Purchasing or developing technology-based learning systems or services.
- Require that teacher training programs established under these provisions must be open to all public and private providers of basic skills instruction within a reasonable geographic proximity of where the program is carried out, on an as-available basis and at no greater charge than the incremental cost of including additional participants in the program.
- Require that the purchase and development of technology-based learning systems and services be carried out through collaborative efforts with state and local job training and adult education authorities, wherever possible. The goal of this requirement should be to maximize the common use of these systems and services by all programs providing basic skills instruction.
- In furtherance of that goal, require that all technology-based instructional systems or services purchased by vocational education systems receiving federal funds must be available free or at cost, when they are not in use by vocational programs, to all other federally-supported basic skills programs, and also to corporate or non-profit basic-skills providers. Furthermore, any individual enrolled in any federally supported basic skills program should be categorically eligible to use these instructional systems or services, on an as-available basis, and the vocational program shall be reimbursed by the programs in which individuals are enrolled at a rate not to exceed the incremental cost of this additional usage.

4) Encourage basic skills and literacy training by community-based and volunteer organizations by adding these activities and programs to the section listing the allowable "uses of funds" for Part A of Title III of this Act.

IN ADDITION TO LEGISLATIVE CHANGES:

Support and strengthen the business/industry ties to adult vocational education with report language calling for the full funding of the training and retraining of adults mandated in Part C of Title III of this Act.

COOPERATION BETWEEN VOCATIONAL EDUCATION AND JTPA IN ARLINGTON PUBLIC SCHOOLs

Statement Prepared By

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Arlington Public Schools

Arlington Public Schools has a K-12 student population of 14,113. Approximately 6,122 are in grades 7 through 12. The secondary school population is served by four intermediate schools, three high schools, a vocational career center, and three alternative schools. The vocational career center is an extension of the high schools and only offers courses which are part of the high school students daily schedule. Students are bussed to and from the center for specific vocational courses.

The other alternatives are: H.B. Woodlawn, which is a flexible schedule-free form program, Jackson School for severely handicapped, and the High School Continuation program.

Of the 6,122 secondary students in 1987-88, 4,650 students (or 76%) enrolled in a vocational or exploratory course. These courses are described in a Program of Studies for students and are electives.*

The vocational courses are described in a plan submitted to the State Department of Education and supported in part by State and Federal funds.

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*Graduation requirements for Virginia high school students now require that each student receive one credit in "fine or practical" arts and will allow students who complete an approved sequence of vocational courses to be relieved of one math or science credit.

In 1987-88, Arlington spent $5,104,000 on vocational programming. Of that total, $252,618 (5%) came from Federal sources and $768,384 (15%) was State assistance. Of the Federal assistance, $119,505 was for handicapped and disadvantaged entitlements, $10,881 for adult programs, $32,523 for home economics and 89,746 for equipment.

The vocational programming runs the gamut of all the recognized service areas, either in the high schools or the Career Center. Most of the offerings tend to be in the service areas because that is the job market. The school population is a diverse one as is the labor market. Arlington is not a one industry town nor is there homogeneity of the population.

The current school population is:

Asian	12%
Black	17%
Hispanic	20%
White	51%

The Hispanic group is the fastest growing segment.

Of the 1,025 graduating seniors, 872 (85%) indicated an intention of further formal education. Of these, 678 (66%) had gained a marketable skill by participation in an occupational preparation program. Of the 153 not going to further formal education, 145 had acquired a marketable skill. The story of school leavers is far different. Of the 321 who left and did not graduate, 179, did not have a marketable skill as defined by the Department of Education. (See attachment).

The Department of Vocational, Career, and Adult Education, administers a variety of programs funded by every available source of funds to serve special needs. The staff aggressively seeks assistance from all sources.

The job training programs run the gamut from those contracts with employers to provide in-service and upgrade training at company expense to "English as a Second Language" classes for those trying to survive and find entry-level employment. Vocational training, often combined with ESL, is offered for entry-level workers through a variety of local, State, and Federal funding.

Arlington began offering job training under the Manpower and Development Training Act (MDTA) in 1968 when a heavy impact of Cuban refugees arrived. Programs have evolved over the years with the Comprehensive Employment and Training Act (CETA) funds, the Job Training Partnership Act and any other targeted funds available. Currently, we have a grant for Bilingual Vocational Training under Title IV of the Perkins Act, a Work Place Literacy grant under Adult Education as well as contracts with the State of Virginia for work place literacy, refugee assistance and the 8% JTPA funds.

It works because we have a community need, the resources are there, the School Board is committed to serving the entire community, and they are willing to hire staff who are committed to the cause. The Board is willing to hire employees on a contingency basis and provide the administrative support to ensure success.

What Are the Benefits?

The schools serve the community needs for a trained work force. Currently, Northern Virginia has a severe labor shortage in entry-level and service jobs. In a community where less than 20% of households have children in school, it is important that taxpayers get full utilization of school facilities. Other benefits include combining resources of equipment, staff, outreach efforts, and administration of programs to provide more offerings to adults and secondary students by a cooperative effort. The school division has been able to pilot programs in various training fields, vocational assessment, literacy, pre-employment skills, and work-training programs that have become standard by initiating them with Federal funds.

The investment in human capital is hard to measure. The access by the adult community would be largely lost if such programs were not in place. The capability of offering a range of services would not be possible without Federal funds targeted to specific needs.

What Are the Obstacles?

.Uncertain status of funding!! Reluctance of school boards and officials to commit to programs and people when the major question is "what do we do when the money goes?"

.Uncertain about planning time and how to coordinate this with other needs such as staff and facilities.

.Perception of "jumping through hoops" or conforming to Federal guidelines. Most school divisions don't have "experts" on all the Federal programs.

."Attitude" of some school officials about vocational education and especially unemployed adults.

.Attitude of many people that "schools are for kids" not adults.

Cooperative Agreements

They can work if the community wants it to and is willing to invest from the top down. Too often Federal Programs, vocational or not, are hidden away and only tolerated, not welcome. Fortunately, Arlington Public Schools has not taken that view.

GUIDELINES FOR DETERMINING MARKETABLE SKILLS FOR EMPLOYMENT

MINIMUM MARKETABLE SKILLS FOR EMPLOYMENT

nimum marketable skills for employment refer to those mental and manipulative skills rsonal characteristics validated by business and industry which enable an individual in employment in skilled or semi-skilled occupations at the entry level or above. :upations must be in areas where manpower trends indicate actual, present or future ent opportunities.

ese guidelines for determining minimum marketable skills for employment have been ed to assist school divisions in identifying minimum competencies achieved by each : upon leaving school.

nimum Competencies for nployment May Be :veloped Through:	Demonstrated Performance Acceptable for Employment May Be Determined By:
mpletion of an approved :cupational preparation rogram in vocational lucation.	A. Successful completion of the sequence of courses and/or experiences and activities included in an approved occupational program. B. A system must exist for documenting the competencies achieved by each student. The documentation provides a record of competencies achieved. The documentation may be used for articulation of the program to provide a smooth transition of the student from one school to another or from one level of instruction to another level. The documentation is also a means for providing information to employers.
mpletion of an approved enior intensified occupa- ional preparation program ı vocational education.	A. Successful completion of an approved senior intensified program. B. A system must exist for documenting the competencies achieved by each student. The documentation provides a record of competencies achieved. The documentation may be used for articulation of the program to provide a smooth transition of the student from one school to another or from one level of instruction to another level. The documentation is also a means for providing information to employers.
mpletion of part of an pproved occupational prep- ration program in vocational ducation.	A. Successful completion of part of an approved occupational preparation program provided that the student has demonstrated performance acceptable for employment within the major skill(s) or task(s) required for a specific job in an occupational cluster as described in the Dictionary of Occupational Titles, a V-TECS, IDECC Catalog or other competency based materials. B. The marketable skills of the student should be determined by a team comprised of the appropriate vocational instructor, guidance personnel and/or other appropriate persons. C. A system must exist for documenting the competencies achieved by each student. The documentation provides a record of competencies achieved. The documentation may be used for articulation of the program to provide a smooth transition of the student from one school to another or from one level of instruction to another level. The documentation is also a means for providing information to employers.

COMMENTS
on the
Reauthorization
# of the
Carl D. Perkins Vocational Education Act

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February 3, 1989

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The reauthorization of the Carl Perkins Vocational Education Act comes at a critical time in our nation's history. Most employment and training authorities have indicated that the United States must significantly revise its approach to employment training if our nation is to remain a significant part player in the world's economy.

The major issues influencing our national training policy for the twenty-first century are:

1. The changing demographics of the nation's workforce.
2. An increasing problem of illiteracy.
3. The rapidly changing nature of manufacturing jobs resulting from the introduction of high technology.

A national employment and training program must consider these issues and develop appropriate responses to guarantee that our economy will have a world class workforce for the twenty-first century.

The changing nature of the American workforce has been well documented in the study done by the Hudson Institute entitled, Workforce 2000. The current demographics indicate there will be a significant shift in the gender, racial and ethnic composition of the new workers by the year 2000. The number of native white males entering the workforce will decline from 47 percent in 1985 to 15 percent in the year 2000. The members of the groups that will make up the majority of the new work force are native white women, black and hispanic men and women, and immigrants. This data resulted in the study's author concluding that the nation must address the following issues if we are to successfully prepare the next generation of American workers.

1. Stimulating World Growth
2. Improving productivity in Service Industries
3. Improving the Dynamism of an Aging Workforce
4. Reconciling the Demands of Women, Work, and Families

5. Integrating Blacks and Hispanics Fully into the Workplace

6. Improving Worker's Education and Skills

A more recent study prepared by the American Training Institute and the U. S. Department of Labor focuses in on the critical skills that employers need as they upgrade their workforce to remain competitive. These skills include:

- Knowing How to Learn;
- Competence in Reading, Writing, and Computation;
- Listening and Oral Communication;
- Creative Thinking and Problem Solving;
- Self Esteem, Goal Setting/Motivation, and Personal/Career Development;
- Interpersonal Skills, Negotiations, and Teamwork; and
- Organizational Effectiveness and Leadership.

American competitiveness is seriously impaired by a deficiency among others in the mathematical and analytical skills. This is particularly noticeable in women and minority populations. For most of this century, women and minorities have avoided taking math and science courses and consequently are not represented in the science and technology disciplines. This trend must be reversed if we are to prepare a well balanced workforce.

The reauthorization of the Perkins Act must be viewed as an integral part of an overall national employment and training strategy. Other key elements of this strategy should include: the Job Training Partnership Act, the Adult Education Act, the Trade Act, Family Support Program, and the Workplace Literacy Program. Notice should also be taken of the study being developed by the U. S. Department of Labor entitled, "Apprenticeship 2000", which points out the need for a restructured apprenticeship concept. The new approach which combines on-the-job training with related classroom instruction should be considered a key initiative in preparing workers for skilled jobs, especially in those industries facing skill shortages. Congressman Ford, in H.R. 22, uses the estimate that 15 million manufacturing jobs will require more advanced technical skills. If the United States is to retain its technology and manufacturing industries, well trained technician level personnel will be critical. A key concern in the manufacturing sector is the continued loss, by way of retirement, of the skilled craftsmen who are needed to make and maintain the increasingly sophisticated manufacturing equipment. Without a constant supply of new skilled workers, the United States will continue to slip as a major economic power and be relegated to a service industry nation which is subject to the whims and decisions made in foreign board rooms.

The reauthorization of the Perkins Act should begin with some major premises. First, literacy workplace programs should be expanded and blended into an overall approach to job training. Funding for such programs should not be provided by the Perkins Vocational Education Act. Second, while both occupational and technical programs are useful, the urgent need exists to expand and improve our technical programs. Third, employers and labor must become more involved in the design and offering of technical skill programs. Fourth, Perkin's Act Funds should be available to equip training facilities with state of the art equipment and materials that trainees will be using when they enter employment.

We realize that these premises may conflict with other positions being espoused. But the needs of industry and of the individuals to be trained should be the highest consideration. We should not allow ourselves to be misled by the self-serving interests of some in the present employment and training industry who merely want to maintain the status quo and, incidentally, their jobs.

The Carl Perkins Vocational Education Program must play a critical role in reestablishing our nation's preeminence in the international marketplace.

Therefore, the reauthorization must: 1) recognize and address the needs of future employees, that is women, minorities and immigrants; 2) address the needs of women in today's society by addressing the need for childcare services; 3) direct monies towards instructional and faculty development, and move away from administrative costs and program maintenance; 4) develop new ways to increase employer participation in terms of policy development, donations of equipment and materials, and the use of industry/union personnel and facilities in training programs; 5) increase the amount of funds available for post-secondary level training to a minimum of forty percent of the state's allocation; 6) better focus the present set-a-sides established under Title 2A; 7) establish a mechanism to link incarcerated training to a broader training program that can be continued once the individual serves his obligation; 8) eliminate the discrepancies between EDGAR and state regulations. For example, in our state, the definition of equipment is any item over $50, EDGAR defines equipment in terms of $300.

Within the concept of matching funds, Congress should recognize there are significant differences in the amount of funding needed to create new programs compared to modifying existing programs. The matching fund requirement for establishing new programs should be lower than that required for modifying existing programs.

Reauthorization of the

Carl Perkins Vocational Education

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LEGISLATIVE PROPOSAL
for the
Reauthorization
# of the
Carl D. Perkins Vocational Education Act

A TIME FOR A FOCUSED DIRECTION:
TRANSITION INTO THE TWENTY-FIRST CENTURY

by the

National Association of State Councils

On Vocational Education

February 26, 1989

Edwin D. Fessenden, President

Wallace M. Vog, Executive Director

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A Time For A Focused Direction: Transition Into The Twenty-First Century

A Legislative Proposal

INTRODUCTION

Major changes are rapidly taking place in the workplace in the United States due to a variety of factors and pressures. New technology, more effective international competition, changes in consumer tastes, and demographic shifts are requiring a more flexible workplace and more capable workers. Evidence is substantial, however, that numbers of working-age youth and adults now lack the basic education and employment skills needed to obtain entry level jobs. In addition, most of today's employees will need to upgrade their skills or acquire new job skills to remain employed. How well we respond to these challenges depends in a major way on expanding public-private sector partnerships. The country needs to redirect and fully utilize its education and training system and make the appropriate adjustments to address inevitable changes.

The National Association of State Councils On Vocational Education (NASCOVE), representing all 54 Councils, advocates the following proposition: The nation needs a comprehensive, quality system that effectively educates and trains people for new tasks in order to function in a changing workplace.

First-Rate Education

Vocational-technical education is no longer the orphan left on the doorstep of society. Vocational-technical education is an integral part of America's educational system that must assure a first-rate work force if there is to be a first-rate economy.

NYSCOVE's recommendations for the reauthorization of the Carl D. Perkins Act provide a basis for states to begin implementation of a process by which all Americans can adequately access education training programs. Furthermore, it is the commitment of each state's Council to carry out the intent of Congress in assuring quality education and training programs.

Focused Direction

NASCOVE respectfully requests Congress to consider this legislative proposal. The recommendations contained herein seek to break from tradition by reshaping the governance structure of vocational-technical education and maximizing input from the private sector. Such changes will position the vocational-technical community to carry out education reform more effectively.

The education reform movement, while very visible, is still in the development stage. The implications of many recommendations regarding reform are not fully understood, much less supported. There remains a void in determining what outcomes should occur from a secondary school education. Worse yet, the reform movement has not examined carefully the transition issues: school to work, school to school, or school to work and school.

Legislative Proposal
Page 3
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NASCOVE proposes a basic framework for bringing operational substance to the reform retoric and enhancing employment opportunities for our citizens. This framework provides the basis for a seamless continuum of services and programs (with meaningful oversight), addressing student transitional needs, and identifying employer-work force requirements.

The proposal does not address all issues or concerns. It simply recognizes that a new form of program delivery has emerged as a result of an ever increasing interest of the business community to collaborate with education. Thus, this proposal provides for a true public-private sector partnership at the state and local level, through the State Council on Vocational Education. Furthermore, the partnership is extended into the delivery system by involving the State Council in the development of state policies and continued advisement on the State Plan.

The major vehicle for carrying out these policies is the comprehensive local program. Each local program is supported by a network of private sector oriented councils. While the programs are matched to business requirements, the driving force behind the curriculum and instruction is student outcomes. That is, the program must enhance specific student outcomes; otherwise it should be removed from the vocational-technical delivery system.

Major Concepts

In summary, the major concepts underlying of NASCOVE's legislative proposal are:

1. A strengthening of the private sector role through involvement on councils, partnerships and joint ventures at the local and state level.
2. Performance standards based on student outcomes rather than on institutional concerns.
3. Participation of unrepresented and underrepresented populations in quality programs - as students in business and industry - as employees and employers.
4. Comprehensive local programs that are accountable for student outcomes with assistance and incentives from the state level.
5. Local level to state level planning and evaluation process.
6. Vertical and horizontal agency articulation of vocational-technical education programs and services.
7. A significant increase in federal level funding for all parts of the Act.

TITLE I - COMPREHENSIVE LOCAL PROGRAMS

80% of Basic Grant

At least 80 percent of Federal funds received for Titles I and III must be allocated to local agencies to address student and employer needs by enhancing program quality through innovation, improvement, and/or expansion. Funds will be available to local recipients who have satisfied minimum criteria.

Minimum Criteria

Criteria will require a recipient to have in place:

A. An advisory council having membership from a cross section of the private and public sectors with emphasis on businesses and labor unions; and a program committee* for each discipline.

B. An articulated vocational-technical education program through grade 14.

C. Vocational student leadership organizations related to each program discipline.

D. Evaluation methodology which is based on student outcomes.

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*defined in Appendix

Application Description

After meeting the above minimum criteria, the local recipient must submit an application to the state for funding. The application certifies the local advisory council's participation and approval.

In order to provide stability and ensure that program objectives are met, the application could be for as long as a three-year period. Any adjustments made during the life of the application must be based upon the findings of the report of accomplishments (see Title III, State Plan, Part I, item 4). Such adjustments, based upon program and student outcomes, are to be made in consultation with the local advisory council and certified to the State.

Upon application approval, funds will be available for one to three years so that a comprehensive* program can be developed. Agencies which already have comprehensive programs will be eligible for incentive grants to elevate the delivery of vocational-technical education. In these circumstances, the grant process (with minimal prescriptions) will be used to a) recognize those programs that are comprehensive and b) foster non-traditional programs, activities, councils, and service delivery in order to be as responsive as local circumstances dictate after confirming that such proposed programs meet prescribed standards for quality. Federal funds are not to be used to supplant state or local funds.

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*"Comprehensive" is to be defined in the State Plan. Components may include additional vocational-technical program areas, small business employee training centers, vocational assessment and counseling centers, employee technology transfer and training centers, child care, educational telecommunications, and specific program quality standards promulgated by the private sector through the local advisory councils.

TITLE II - ACCESS TO QUALITY VOCATIONAL EDUCATION

Special Populations

In light of changing demographics and social conditions, equal access to comprehensive vocational-technical programs must be assured. Each state will be alloted a specific amount of funds for in-state distribution by formula* to implement quality vocational education activities for special populations as delineated in the State Plan and local application. State and local efforts must be targeted but not limited to:

- adults
- disadvantaged people (including potential/actual leavers)
- persons with disabilities
- racial/ethnic minorities
- single parents or homemakers
- adjudicated youth and adults
- non- and limited English speaking
- eliminating sex bias and sex stereotyping

Provisions of the current Carl D. Perkins Act, Title II, Part A are acceptable in concept but should be revised to emphasize the teaching of basic academic and preemployment skills as a prequisite for vocational skill development and job placement.

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*The in-state formula is based on proportion of special populations.

Special student populations, more than any other group, need the assurance that programs designed to meet their unique needs are in fact based upon achievable goals described as student outcomes. State and local planning should recognize the uniqueness of the student outcomes required for this title and should be conducted accordingly.

Other Funds

Federal funds for this title should be allocated as a separate line item and not as a percentage of Title I or any state grant category and should be matched with state monies. Congress should amend other acts (e.g., Title I of the Elementary and Secondary Education Act of 1965 as modified by Chapter I of the Education Consolidation and Improvement Act, the Education of the Handicapped Act, and the Rehabilitation Act of 1973) so that specific funds to serve special populations are coordinated and made available, thus increasing the resources for occupational preparation of the individuals who need it most.

TITLE III - STATE LEADERSHIP

20% of Basic Grant

No more than 20 percent of a state's total allocation of vocational-technical education funds shall be available for this title. Seven percent shall be for state administration, 13 percent for state leadership activities, technical assistance, innovative projects, and other related activities. Federal funds for state leadership should be matched with state funds. The state leadership role will include but not be limited to:

- coordination and articulation activities, including 2+2/2+2+2 secondary/postsecondary articulation (absorption of HR 22 into any new act should be accompanied by additional funding)
- research, data collection, and evaluation activities
- professional development
- curriculum development/improvement/testing
- exemplary or demonstration programs, pilot projects, and public-private partnerships
- State Plan and policy development

To be eligible for federal funds, a state must have a State Plan. Subsequent modifications of the Plan, based upon local applications, shall be done in consultation with the State Council on Vocational Education.

State Plan

The State Plan must describe how a state intends to carry out its policies over a five-year period. These policies should direct the coordination and the use of federal, state, and local resources to meet the education and training/re-training needs of people. Global competition and economic development demand that a system be in place that yields a vocationally and technologically literate and capable work force.

The State Plan is the vehicle to describe how labor market needs will be addressed as well as how students will be prepared to function in the ever changing labor market. There are two components of the State Plan:

- **Part I** acts as a basis for policy development and implementation. It is dynamic, evolving, and responsive to local needs as reflected in local applications.
- **Part II** represents the state's commitment to compliance requirements.

Part I - Plan/Application

The State Plan must include:

A. State policies, goals and system objectives which specify how vocational-technical education is addressing workplace and human resource development needs.

B. Coordination criteria which ensure that vocational-technical education programs and services at the state and local levels are planned, coordinated, and delivered in cooperation with employers and other program providers. In addition, the criteria shall describe how the eight percent Title IIA education set-aside funds of JTPA will be used to coordinate the delivery of programs and services.

C. An information program which keeps decision and policy makers and the public continually informed on the outcomes of and needs for vocational-technical education.

D. Determination of student outcomes which are to be made by the sole state agency with consultation with the State Council on Vocational Education. The outcomes, while taking into account demographics, locus of instruction and ability levels of students, will focus on competencies.

All of the above rely upon local applications as the primary source for information. The local application therefore must consist of the following:

1. A needs assessment presenting the applicant's community profiles which describes student characteristics (including economic and educational status,

disabilities, limited-English speaking, ethnicity) and employer needs.

2. Program objectives describing specific student outcomes to be achieved and measures of accountability verifying student outcomes (as described in the State Plan). The relationship of needs assessment to program objectives must be described; the use of funds to satisfy identified needs must be specified; the coordination criteria as promulgated in the State Plan must be addressed; and how comprehensiveness is to be achieved must be stated.

3. A listing of current programs and services offered by the local recipient. Programs must be identified by a common reporting system adopted by the state in consultation with the State Council on Vocational Education. The listing must include all vocational-technical education-private sector partnerships, the purpose of each partnership, and the number and characteristics of the students to be served.

4. Assurance of a report of accomplishments describing results achieved using federal funds. This report will be prepared in such a manner as to allow wide distribution.

5. Certification from the local advisory council of its consultation in the preparation of the application and

its concurrence. Input must be provided to the local advisory council from each program (craft) committee.

Part II - Compliance/Assurance/Achievement

Each state/territory must designate a sole state agency for the administration of funds. The compliance assurance part of the State Plan must include:

A. A needs assessment summary derived from local agency applications;

B. Assurance that education and training program objectives will be met and a description of how the state will assist local recipients in achieving their objectives;

C. A listing of programs and services including major public-private sector partnerships implemented as a result of the needs assessment;

D. Coordination criteria for all levels that complement and support local comprehensive program/service development and delivery;

E. Assurance that a data base and program reporting system will be maintained in the state to support the State Plan, and accountability efforts to keep decision and policy makers and the general public informed of outcomes of vocational education;

F. Assurance that a program improvement oriented longitudinal follow-up of graduates will be put into place during the initial State Plan period and used to determine adequacy of instruction on a five-year cycle.

G. Assurance that an annual accountability report will be prepared and widely disseminated;

H. Assurance that JTPA eight percent Title IIA education set-aside funds will be used to support coordination between vocational-technical education and JTPA activities.

I. Assurance that a biennial report will be prepared which includes, but is not limited to:

  a) The State Occupational Information Coordinating Committee's 1) overall program results, 2) data sources/reports, 3) activities in responding to requests from the private sector, and 4) role as a clearinghouse for vocational education studies and reports;

  b) The recommendations of the state's technical committees and the disposition of those recommendations.

J. A program budget that identifies how federal and state funds will be used to accomplish goals and system objectives;

K. A certification statement from the State Council on Vocational Education of its approval.

While the State Plan describes how the state will pursue goals and objectives addressing skill deficiencies of individuals, work force requirements of employers, and economic development needs of the state, the state's annual accountability report will provide specific evidence regarding the degree of achievement: what was planned and achieved, what was not achieved and why, and what corrective action will be undertaken. Evaluations, local applications, reports of accomplishments, and the State Council's reports are to be used by the state to identify problems and set forth improvements necessary to reach stated goals. The accountability report is to be disseminated to the Governor, chief state school officer, state legislature, U.S. Secretaries of Education and Labor, Congress, and the general public.

State Council on Vocational Education

Role/Mandate

To be eligible to receive federal funds, each state and territory must establish an independent State Council on Vocational Education. This Council represents the major focal point for the private sector to have an impact on policy, program improvement, and innovation. A major responsibility of the Council will be to counsel the sole state agency in the development of policies for the State Plan, the development of the State Plan, and the design of the accountability report as well as the identification of coordination criteria of various parts of the system. The Council must also perform the following functions:

A. Facilitate the involvement of the private sector in planning, delivery, and evaluation of vocational-technical education at the state and local levels.

B. Provide technical assistance and leadership to local advisory councils concerned with vocational education and to partnership efforts between public and private sector on the local level.

C. Conduct additional reviews, studies, and activities as necessary to formulate policy for programmatic recommendations.

D. Report biennially on:

   1. The distribution and use of federal funds for vocational-technical education, including the distribution of funds between secondary and postsecondary vocational-technical education based upon need and resources available.

   2. Analysis of the policies needed to strengthen vocational-technical education and training.

3. Evaluation of the

   a) vocational-technical education program delivery systems assisted under the Act, and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each Act and

   b) the adequacy and effectiveness of the coordination taking place between vocational-technical education and the Job Training Partnership Act.

   c) any vocational-technical program services (regardless of federal funding) including, but not limited to: corrections, State Occupational Information Coordinating Committee, the state agency for vocational-technical education, JOBS training conducted under the Family Support Act of 1988.

This evaluation report shall be sent to the Governor, state board, State Job Training Partnership Council, and U.S. Secretaries of Education and Labor and made available to the general public.

Membership/Independence

Nine private and six public sector representatives appointed to the State Council on Vocatinal Education by the Governor or the elected State Board of Education. The State Council must the elected State Board of Education. The State Council must have direct access to the Governor, Legislature, and State Board(s) of Education, and sole state agency. Any recommendations made by the State Council to the sole state agency, State Board of Education for secondary education, State Boards for adult and postsecondary education, and any other state agency must receive a response within three months as a condition of continued federal funding. The response must indicate what was done to implement the recommendations or the reasons for rejection. State Councils must continue to carry out functions under the Act independent of programmatic and administrative control by any State boards, agencies, and individuals.

State Councils must maintain their independence and program autonomy. The expenditure of Council funds must continue to be determined solely by the State Council and not be diverted, reprogrammed, or dependent upon approval of the State Plan by any State Board, agency, or individual. In order to carry out State Council duties, Congress shall allot a minimum of $150,000 and maximum of $500,000 for Council operations as a line item rather than as part of any state grant monies.

TITLE IV - FEDERAL LEADERSHIP

Role

The federal role in vocational-technical education must be to promote programs of higher quality, ensure comprehensive and coordinated delivery systems, and stimulate exemplary public-private sector partnerships. To carry out this role, federal activities should be a model of true partnership with state and local agencies. High priority for federal activities would be:

A. Research (basic and applied),

B. Data collection, analysis (including state accountability reports), and timely dissemination,

C. Technical assistance for programs, services, evaluation, policy development, and advancement of public-private sector partnerships,

D. Dissemination of technical assistance documents, materials, and publications, and

E. Demonstration, pilot, and exemplary projects and regional and national workshops and conferences.

The federal role would require an annual report. This annual report to the President, Congress, Governors, and chief state education officers must contain comments about achievements of states in meeting their goals, the role of federal government in assisting states, problems and needs at the state level with recommended solutions, economic trends, and resources needed to upgrade the vocational-technical education system (in preparing people for initial work force or new employment opportunities). The annual report is to be made available to the public by December following the July 1 - June 30 program year.

The annual report, technical assistance documents, and materials are the responsibility of the Assistant Secretary for Vocational-Technical and Adult Education and as such their content, scope, and timeliness of dissemination are to be expedited by the Secretary of Education and made public without undue review or evaluation by the Department of Education, Office of Management and Budget or other federal agency.

Presidential Awards

The President is authorized to make Presidential awards for outstanding support for vocational-technical education from the private sector. The President is authorized to make such awards to individual(s), communities, and organization(s) which have demonstrated outstanding achievement or innovation in planning, implementing, and generally contributing to vocational-technical education programs. In making awards, the President shall consider the effectiveness of the program and the desirability of its use as a model for other programs.

The President is further authorized to make Presidential awards for model business/industry/labor partnerships with vocational-technical education programs which demonstrate effectiveness in addressing the education-training needs of individuals with multiple barriers to employment and further technical level education.

Each year the President is authorized to make such awards as the President determines will carry out the objectives of this Act.

TITLE V - PARTNERSHIPS

In recognition of the significant role played by the private sector in promoting quality vocational-technical education, NASCOVE proposes the establishment of grants to encourage further involvement of the private sector. In addition to the funds awarded elsewhere in the Act, the Secretary of Education should be authorized to award 10 grants for pilot partnership projects.

To be eligible for a grant, an eligible agency shall enter into a partnership agreement with at least three businesses or industries. Grants shall be of not less than $200,000 for each of three successive years.

The grant may be used by the partnership for programs that-

A. Use business/industry volunteers to tutor secondary and postsecondary level vocational-technical education students to improve the students' basic academic and vocational skills;

B. Improve the basic academic and vocational-technical skills of secondary or postsecondary level students;

C. Enhance the opportunity for continuation of a program of vocational-technical education after graduation for secondary level students;

D. Increase the prospects for employment and wage premiums, of secondary level vocational-technical students after graduation; and

E. Demonstrate the advantages of private-public sector partnerships which result in an increase in the quality and quantity of vocational-technical education at the secondary or postsecondary levels.

Each recipient that receives a grant shall submit to the Assistant Secretary of Vocational-Technical and Adult Education such reports and other information as is requested in order to evaluate program effectiveness and to disseminate information on exemplary programs to other institutions at the secondary and postsecondary levels.

SUMMARY

State Councils believe that current and projected mismatches between workplace requirements and worker capabilities can be overcome or eliminated through increased and redirected federal support of vocational-technical education. Therefore, reauthorization of the Carl D. Perkins Act is critical in overcoming the mismatch and furthering the economic well-being of the nation. Human resource capacity building and public-private sector partnerships are the major thrusts of State Council recommendations contained in this legislative proposal. Federal policy and funding should continue on behalf of vocational-technical education. In turn, vocational-technical education should ensure equal opportunity through education and training.

Our recommendations provide for the implementation of these congruent policies which ensure accountability through the active involvement of the private sector in the planning, delivery, and evaluation of vocational-technical education. Only through public-private sector partnerships will vocational-technical education become a bridge for all of education to sustain and shape the economy of our nation in the next decade and for the next century.

ADDENDUM

This legislative proposal, as previously noted, is not intended to respond to all issues and concerns regarding reauthorization of the Perkins Act. Other issues have been identified; the more crucial are presented here. These are presented here so Congress may consider them as part of a more comprehensive approach to educational excellence.

Congress is requested to:

- Conduct a study of various labor market data collection/dissemination activities, including the State Occupational Information Coordinating Committees, to determine overall adequacy and effectiveness.
- Revise Title III of the Perkins Act (Part B, Consumer and Homemaking Education, Section 312(a)) as follows: "to conduct programs for residents of economically depressed areas." Such language should appear in any new act.
- Initiate additional support for career education, which has been left out of the education reform movement. This neglect is stifling career development counseling and guidance of students in grades K-10.
- Develop a national policy on vocational-technical education and training.

APPENDIX

A program committee, otherwise know as a Vocational Instructional Program (VIP) Advisory Committee or craft committee, is a formally constituted group of incumbent employee volunteers who have a working knowledge of the job tasks, and competencies for specific target occupations. Committee members are drawn primarily from the private sector (but with public sector representation) and appointed by the local education agency. The principal purpose of this committee is to maintain and improve the quality and impact of instruction in programs that prepare workers for the target occupations. Each committee provides advice in areas such as occupational performance specifications or outcomes, instructional objectives, equipment selection, facility layout and modification, job requirements, credentials, program articulation, labor market needs/trends/opportunities, instructor competencies and retraining strategies, and student recruitment and orientation.

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North Carolina Response

to

"Call for Comments"
on "Apprenticeship 2000, Focus Paper on Support Activities and Linkages"

54 Federal Register
Wednesday, January 25, 1989
Deadline: February 25, 1989

Prepared by
John C. Brooks
Commissioner of Labor
State of North Carolina
February, 1989

North Carolina gladly takes this opportunity to once again respond to the long-standing issues raised in the paper "Apprenticeship 2000 Focus Paper on Support Activities and Linkages." The common-sense answers for resolution of these issues are themselves long-standing, have been oft published in dozens of national periodicals for over twenty-five years, and can appropriately be implemented regardless of any expansion efforts.

What is needed for implementation that would be new are: (1) Commitment; (2) Resources; and (3) Incentives. The barriers described in the paper are accurately set forth.

The appropriate model of a federal-state response and organization of a delivery system is the Occupational Safety and Health Administration, not the unemployment insurance system.

The following presentation will seek to respond to the recently published paper in the prescribed format.

Issue I -- Support Activities

A. The mix of activities should not be different for expansion of the traditional program than for expansion under a structured work-place training program.

1. Promotional activities need to be vastly expanded. There should be a national program coordinated by a new and separate federal agency (outside of the Employment and Training Administration of the U.S. Department of Labor) either under an Assistant Secretary of Labor or an administrator independent of the U.S. Department of Labor. This promotional activity should first center on establishing a system of tax credits for all registered apprenticeship programs, each indentured apprentice, and each successful completer, reflecting length of the required training. There should annually be determined a national list of from ten to twenty multi-state businesses that will be targeted for inclusion into the apprenticeship system for the first time, and the federal agency should coordinate with every state a promotional program to start new training programs in every business

location of those targeted businesses. National newspaper, magazine, radio, and television advertising should be designed and published by the federal agency with funds supplied by Congress. These advertisements should be supplemented with complementing promotional films supplied by the federal agency to every state program for use in schools, before employer organizations, and throughout their communities.

2. Technical Assistance should be expanded by developing a delivery system patterned after the federal Occupational Safety and Health Act -- permitting an appropriate federal agency to certify state plans and programs complying with appropriate uniform minimum federal standards to provide technical assistance in registering apprenticeship programs where the funding is 50% state furnished and 50% federally furnished. States should be permitted to supplement federal rules with non-conflicting state rules. The federal agency should provide staff training to both federal and state agency employees.

3. Registration, certification, and accreditation should follow uniform federal standards that result from the recommendations of a national advisory board composed 25% of federally-designated persons representing public and private educational institutions; 25% of state-designated persons representing state-administered state apprenticeship delivery systems; 25% of persons designated by the first two groups of appointees representing private business; and 25% of persons designated by the first two groups of appointees representing employees' interests in both the public and private sectors. This would mean that, by rule, apprenticeable occupations would be defined, minimum registration requirements would be set forth for each, and a minimum curriculum with accompanying related instruction materials would be set forth for every single apprenticeable occupation by the federal agency. Minimum standards would also be set for instructors of related training and a national training institute, hopefully, would be established to assist in both original and refresher course training of instructors for required related training. An instructor certification program would also be set in place under the auspices of the federal agency. A national testing and credentialing system for apprenticeship completers should also be established under the auspices of the federal agency.

4. Special Recognition -- See "1" above for recommendation that a system of tax credits be put into place for apprenticeship programs as a recognizable incentive, and recognition for contributing to the United States' future.

5. The delivery system should be broadened from what we have today. The federal-state administrative structure should be patterned after that of the Occupational Safety and Health Administration, not after that of the unemployment insurance system as already set forth under "2" above. A specific goal should be the establishment of a state-administered program in every state. Beyond that, the delivery system should include a deliberate effort at implementing a system of cooperative education where high school juniors and seniors can begin

apprenticeship training on a half-day work basis/half-day school basis with the needed related instruction being furnished in the regular high school curriculum. Also, summer on-the-job training programs could be established throuthout the United States. This should then be followed by available further institutional training in state-supported educational facilities beyond the high school.

6. Loans are not critical to a successful apprenticeship program and only become relevant where employers are permitted to pay apprentices a sub-minimum wage. With appropriate tax credits for employers, a system of sub-minimum wages can and should be avoided.

7. The help that is needed in subsidizing related instruction is principally threefold:

   (1) Assistance through accepting at the federal level total responsibility for manufacturing and publishing the needed related instruction materials for every apprenticeable occupation.

   (2) The provision of a national instructor training center.

   (3) Provision should be promulgated by rule under the Carl Perkins Act for funding both on-the-job training and related instruction as full-time equivalence (FTE) for each registered apprentice.

8. There can be no doubt about the lower costs of doing business that will result from an expanded apprenticeship program. Volumes have been and can be written on this subject. Suffice it to say here that the number one reason for the United States' great imbalance in foreign trade revenues is the labor shortage of skilled craft workers in this nation. The lack of competitiveness is the single higher costs resulting for U.S. business from the fact that the U.S. continues to graduate annually only 5% as many craft workers as Europe. If the U.S. has an economic future in a competitive world market, it has to be with a trained work force. The U.S. is not pursuing this future today. Many economists and educators are starting to realize that skill shortages rather than labor shortages and job shortages are the challenge of the future for the United States.

9. There can be little doubt but that both federal and state laws should provide a preference for operators of apprenticeship programs for any business conducted under contract with the governments themselves. Those employers who are helping to strengthen the economy of the United States should be given preferential status for contracts utilizing the taxpayers' money.

B. Other support activities should include the establishment of a technical training institute where training research can be conducted; where curriculum materials can be manufactured, produced, and distributed; where instructors can be taught; and where related instruction and, in some instances, hands-on instruction can be provided for purposes of testing curricula or to train persons in crafts for which training is generally unavailable elsewhere. This institute should publish a monthly magazine in support of the apprenticeship community.

C. The desired and practical delivery system has already been set forth under "A. 2" and "A. 5" above. It should be pursuant to a joint federal-state partnership organized similar to the Occupational Safety and Health Administration.

Issue II -- Linkages

A. Better linkages are desired and need to be strengthened between the federal and state administration of apprenticeship. Linkages such as those envisioned between the U.S. Department of Labor and the U.S. Department of Education when the Fitzgerald Act was adopted in 1937 should now become a reality. The U.S. Department of Education should run the institute set for under "B." above, and should aim to budget at least $100,000,000 a year in support of the apprenticeship effort each of the next ten years.

No time whatsoever should be spent worrying about any linkage between the Job Training Partnership Act and apprenticeship since there is none to be had. The two programs are totally and exclusively distinct, and altogether serve different people and needs. This has now been extensively documented by many experiments. There is a gap of four to ten years of education between persons served by JTPA and the entry level of apprenticeship. Any linkage that is possible is best accomplished at the local level.

Other than the establishment of a clear operating linkage between the U.S. Department of Labor and the U.S. Department of Education, all other efforts at linkage with apprenticeship should be the sole authority and responsibility of the state-administered programs insofar as government is concerned.

B. The U.S. Department of Education is a co-equal central figure in expanding apprenticeship. This department's failure and neglect to implement any of its promised 1937 services are almost singularly responsible for the state of apprenticeship in the United States today. Had the department pursued its charge with even typical federal government zeal, apprenticehip in America today would already approximate that currently to be found throughout Europe. Almost every "barrier" set out in the federal paper would have evaporated long ago had the U.S. Department of Education fulfilled its charge and promises of 1937. This is where the biggest new initiative should now take place. The relationship to other apprenticeship administrators is outlined under "I. 3." above.

Issue III -- Federal-State Roles

A. There should be established, by formal rule-making, minimum requirements for the level of state effort as a condition of recognition by the federal apprenticehip administration.

B. Every state should have a state-administered apprenticeship program. With appropriate technical assistance, this is a realistic goal. A set of minimum requirements should be established through formal rule-making under the guidelines set forth in "I. 3." above. Until such time as a new federal apprenticeship advisory board is established, a temporary board should be established which includes representation of each state-administered apprenticeship program in the United States today.

C. Uniformity among states is, of course, important. A national advisory board, including representatives of the state-administered apprenticeship programs, should determine in what areas uniformity is most important. These areas would probably include a determination of what crafts are apprenticeable, minimum standards for registering a program, minimum standards for becoming a "journeyman" craftworker, and, perhaps minimum curriculum requirements.

D. If there is a need for minimum requirements for notification and rights to appeal adverse decisions on program registration, then these requirements should be a part of those formulated as a condition for state-administration recognition and the mechanism for appeal should be state-administered without further provision for appeal. Most states now have an Administrative Procedures Act or its equivalent that provides for access to an appeal procedure. They should be utilized.

E. The federal apprenticeship program should monitor state-administered programs to see that minimum federally-required rules, regulations, and standards are complied with. De-recognition should be the consequence of non-compliance under criteria and rules adopted pursuant to procedures and upon the recommendation of the national advisory board as set forth in "I. 3." above. No program of recertification of state programs should be pursued or implemented. Such would be needlessly expensive and largely a waste of scarce time and resources.

F. There should be no federal government employees associated with apprenticeship in those states administering a state program. There should, under no circumstances, be any issuance of a program registration or a completion certificate to any apprentice by the federal administration in any state administering a state program unless and except where pursuant to a federal-state agreement initiated by the state program.

A program of awards for outstanding apprenticeship employers, programs, instructors, and apprentices should be developed nationally by a joint state-federal task force or by an advisory board composed as set forth under "I. 3." above. This awards program should give visibility to successful apprenticeship programs and should enable outstanding instructors to have sabbaticals for further study and foreign travel in cases where it otherwise would not be available.

In the event that the administration of the Fitzgerald Act remains within the U.S. Department of Labor, federal law should require that state agencies administering apprenticeship be within state departments of labor or whatever agency is charged with the responsibility for enforcing state wage and hour laws.

TESTIMONY OF

THE NATIONAL ASSOCIATION OF VOCATIONAL EDUCATION SPECIAL NEEDS PERSONNEL

To

THE SUBCOMMITTEE ON
ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

Of The

UNITED STATES HOUSE OF REPRESENTATIVES

With Respect To

REAUTHORIZATION OF THE CARL D. PERKINS
VOCATIONAL EDUCATION ACT OF 1984

March 28, 1989

For further information contact:

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Special Needs Personnel
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TESTIMONY FOR THE HOUSE SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION CONCERNING THE REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

Submitted by

THE NATIONAL ASSOCIATION OF VOCATIONAL EDUCATION SPECIAL NEEDS PERSONNEL

The National Association of Vocational Education Special Needs Personnel is an association of individuals who are involved in vocational education for persons who are handicapped, disadvantaged, limited English proficient, or have other special educational needs. NAVESNP also works in collaboration with other associations which are involved in vocational education and employment preparation for special needs individuals. The legislative committee of NAVESNP has carefully monitored the implementation of the Carl Perkins Act. After a thorough review of the research, and in discussion with other associations and professional organizations, we have consolidated the wide range of issues and concerns into this summary. We thank the Chairman and the distinguished members of the House Subcommittee on Elementary, Secondary, and Vocational Education for the opportunity to submit this written testimony.

THE CURRENT SET-ASIDES SPECIFIED IN THE ACT SHOULD BE PRESERVED.

PRESERVE ACCESS FOR SPECIAL NEEDS: Because of the rapidly increasing number of special populations participating in vocational education, it is crucial that the federal government mandate the provision of money to these specific populations rather than leave this to the discretion of the states. These special populations will not be served to the same extent they are now if there are not mandated set-asides. The match and excess cost principles ensure a local and state commitment to educating the special needs populations. In Michigan, due to the substantial increase in the number of special needs programs and in the number of handicapped and disadvantaged students in the 26 community colleges, State Administrators recommend that set-aside dollars remain at the current level. We support increased flexibility within the preserved set-aside provisions, to address variations in the numbers of special populations served by the states.

PRESERVE THE SET-ASIDES: It is strongly urged that the set-asides remain at their current percentages for handicapped and disadvantaged students (10% and 22% respectively). Comments from professionals indicate a concern over the lack of funding to develop and implement programs for special needs students and the serious insufficiency of funds for adult and juvenile offenders.

AT-RISK YOUTH: As the definition and numbers of "at-risk" populations continue to expand, a substantially higher set-aside for the disadvantaged/at-risk youth is essential.

SUPPORT 20% TRANSFER: AVA has supported a provision allowing states to transfer up to 20% of their set-aside funds from one category to another with the Assistant Secretary's approval and documentation in the state's plan in their version of the bill. This allows flexibility within and between states, without eliminating the set-aside totally.

EXCESS PAPERWORK: It has been clearly shown in the past that when the states are given total discretion over the distribution of money, in accordance with "regional" or "state needs", the state governments devise regulations than are more cumbersome than those of the federal government.

ALLOW MORE TIME: Finally, it is important to consider that the set-asides have only been in place a short time and, without a reliable system for collecting data, it is hard to measure their effectiveness. To institute a new system of distribution would not only confuse the states and local agencies it would require the expenditure of additional money. The current set-aside provision is far from perfect but it is unwise to overhaul the entire provision based on limited data and the relatively short time that it has been in existence. We believe it is possible to give flexibility and high quality service in vocational education without the elimination of the set-asides.

THE COLLECTION AND ANALYSIS OF USABLE DATA, ON AN ANNUAL BASIS, SHOULD BE ENFORCED.

USABLE DATABASE: Policies guiding a federal set-aside and state and local planning must be well informed by systematic data collection in each state. This data should minimally include the actual number of students served, the education and employment needs of special populations to be served, enrollment, program completion, and post-program placement status of special needs students, and quality of various vocational program components. The current legislation specifies the use of a 4-digit VEDS data system, which should be enforced. Because we have no uniform system of data collection, we cannot draw conclusions about vocational education in general. In particular, we cannot make comparisons of services between handicapped and non-handicapped. This information and data should be collected as part of a mandated national vocational education data reporting and accounting system. It should be designed in usable formats to assist in policy formation, planning, and program improvement at the federal, state, and local levels (as is done under EHA data reporting.)

DATA SAMPLING NOT VALID: What data that is available is a sampling from the states and does not provide a true picture of the actual access and level of participation by handicapped, disadvantaged and other special populations. These requirements should be included in the regulations. Presently, it is impossible to document what is being done on the national level.

FOLLOW-UP STUDIES: Effective academic schools use a great deal of testing and analysis of test results to measure student gains. Similarly, follow up studies have the potential to point out positive aspects and possible areas of improvement of programs for special needs students in vocational education. Incentives to provide systematic follow-up of vocational education graduates is needed.

THE ACT SHOULD PROVIDE ASSURANCES THAT THE U.S. DEPARTMENT OF EDUCATION, OFFICE OF VOCATIONAL AND ADULT EDUCATION, AND EACH STATE BOARD, WILL EMPLOY AN ADEQUATE NUMBER OF PROFESSIONALLY QUALIFIED PERSONNEL TO PROVIDE QUALITY SERVICES AND COMPREHENSIVE TECHNICAL ASSISTANCE FOR DEVELOPING EFFECTIVE VOCATIONAL PROGRAMS.

NEED FOR TRAINED PROFESSIONALS: With the current rapid increase in the participation of special populations, vocational programs are in need of knowledgeable and qualified, and creative professionals to oversee, coordinate, and provide technical assistance to programs providing services to special needs populations. Leadership is also needed to increase collaboration between state level transition, special education, vocational rehabilitation, and JTPA programs and professionals.

OVERSIGHT: Most states employ a single coordinator (at most two professionals) to oversee special needs activities. This is inadequate, considering that 57% of state dollars are directed toward special needs activities. It also increases the likelihood of administrative errors.

QUALITY PERSONNEL: It is also important to ensure that vocational educators are qualified to deal with special needs populations. Research shows that neither new or experienced teachers are adequately trained to deal with the diverse educational needs of this population. As the service population expands, we must ensure that they receive the highest quality vocational education. This includes providing well trained and highly skilled professionals who know what techniques are effective with these populations.

STRENGTHEN LEADERSHIP PREPARATION: We need a mechanism for training leadership personnel who can carry out the mission of quality vocational education for persons with special needs. Currently, this training is being provided by other disciplines such as special education or rehabilitation. This is true particularly of professionals who are attempting to meet the intent of the Perkins Act and to serve special needs students.

BASIC ACADEMIC SKILLS NEED TO BE FURTHER INTEGRATED INTO VOCATIONAL EDUCATION CURRICULUM.

SUPPORT BASIC SKILLS INTEGRATION: Some states have approved the practice of awarding academic credits for academic portions of vocational education curricula. This practice could enhance the basic skills of the students, as well as higher level skills, and would help strengthen vocational education programming. Vocational courses demand the mastery of basic skills in order to acquire vocational competencies.

STRENGTHEN QUALITY: We must continue to increase the quality of vocational education and one of the ways we can do this is by ensuring that vocational education students have mastery of basic skills before leaving vocational programs. With the constantly changing job market in the United States, most individuals will change careers four or five times during their life. In order to do this successfully they need to have firm mastery of basic skills as a solid foundation for continued lifelong learning.

THE ACT SHOULD MAINTAIN LANGUAGE WHICH ALLOWS DISTRIBUTION OF TITLE II, PART A FUNDS BETWEEN SECONDARY AND POST SECONDARY INSTITUTIONS AT THE DISCRETION OF EACH STATE. CURRENTLY GREAT VARIABILITY EXISTS IN THE PROPORTION OF FUNDS THAT ARE DIRECTED TOWARDS SECONDARY AND POST-SECONDARY PROGRAMS, BASED ON THE UNIQUE STRUCTURE OF EACH STATE'S VOCATIONAL EDUCATION PROGRAM.

Results of the NAVE survey indicate that states are presently spending funds for post-secondary programs with significant variance according to their individual needs. This discretion should be continued. Allocations could be made according to the number of students receiving services.

Given that no two states are equal in distribution of handicapped and disadvantaged students between secondary and post-secondary levels, the act should provide that distribution of funds be determined by individual states.

THE EMPHASIS ON PROGRAMS FOR THE LIMITED ENGLISH PROFICIENT (LEP) SHOULD BE CONTINUED.

For the LEP population, Federal and state agencies must assist local programs through targeted funding, technical assistance, and staff development in order to ensure equal access and equality of educational opportunity. LEP persons comprise a significant and ever growing portion of our nation's population. With their language, cultural diversity and strong work ethic, the LEP represent a valuable human resource for this country's future productivity, economic competitiveness and defense. Figures indicate, however, that LEP persons are grossly under-represented in vocational training programs because of lack of equal access and appropriate support services.

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STATEMENT

to the

Subcommittee on Elementary, Secondary,
and Vocational Education

of the

U. S. House of Representatives
Committee on Education and Labor
The Honorable Augustus F. Hawkins, Chairman

by

The National Association for Trade and
Industrial Education, Inc. Coalition

Ethel M. Smith, Ed.D.
Acting Executive Director

March 15, 1989

Mr. Chairman and Members of the Subcommittee:

We in Trade and Industrial/Technical Education (NATIE) wish to thank you for the opportunity to present this testimony on behalf of all of the groups involved in the preparation of this Position Paper and accompanying recommendations.

NATIE represents all groups involved in the delivery of Trade and Industrial/Technical Education - Teachers, Local Supervisors, Teacher Educators, State Supervisors, Business, Industry and Labor. We have worked in concert with State Supervisors of Trade and Industrial/Technical Education from across the nation to arrive at the enclosed Position Paper with recommendations.

The thrust of our Position Paper is for program improvement so that students learn more efficiently and effectively. We feel that these recommendations set the stage for program improvement. They are not designed to improve administration or fiscal activities.

Concern for serving at risk students is very legitimate. NATIE feels there could be a better method for allocation of funds for target populations than the array of set asides that are cumbersome and a management nightmare. Therefore, NATIE would urge Congress to seriously consider a way of streamlining the way funds are made available to program providers who are serving at risk populations.

The NATIE Coalition of Trade and Industrial/Technical Educators presents this testimony in the light that strengthening the quality of vocational technical programs by insuring standards and accountability will result in excellence in programs for all students seeking training for employment.

Included in our testimony is:

Exhibit A.	A one page set of recommendations
Exhibit B.	Rationale to support the recommendations
Exhibit C.	An example of standards already in place in one program area, Automotive. This model serves as an example for future endeavors and cooperation with business and industry. This model is compatible with NATIE recommendation No. 2 regarding standards promulgated by business and industry.
Exhibit D.	Letters of support for the recommendations.
Exhibit E.	Examples of quality vocational Trade and Industrial/Technical Education.

Some of the material included in D. and E. above are materials that focus on the industrial student organization, The Vocational Industrial Clubs of America (VICA). These comments are typical of the support of Business, Industry and

Labor for our programs when these groups are aware of what vocational industrial education is all about. In almost every case when business and industry back away from vocational education it is because they usually have never had the opportunity to experience job specific vocational industrial education at the secondary level.

We appreciate this opportunity to present our material as part of your evidence when considering reauthorization of the Carl D. Perkins Vocational Education Act.

POSITION PAPER AND RECOMMENDATIONS ON TRADE AND INDUSTRIAL/TECHNICAL EDUCATION FOR REAUTHORIZATION OF THE CARL PERKINS ACT

by

THE NATIONAL ASSOCIATION FOR TRADE & INDUSTRIAL EDUCATION COALITION*

The Significance of Trade and Industrial Education

Trade and industrial/technical programs can impact on our nation's efforts to expand the U.S. capacity to compete internationally, develop and maintain a strong national defense system, and improve the national well-being.

Position

It is the consensus of the National Association for Trade and Industrial Education (NATIE), as the leadership group for professionals and the private sector that is concerned with trade and industrial/technical education in the U.S., that a revitalized, vocational trade and industrial/technical preparation delivery system will strengthen our nation by improving the skill competency of its workforce. NATIE feels the reauthorization of the Carl D. Perkins Act can have a significant impact on our nation.

Vocational/technical education prepares youth and adults for employment in skill trades and other technical, industrial and service occupations.

Statement of the Problem

The U.S. has lost its competitive edge.

While the United States has generally excelled in manufacturing and processing of finished goods and the servicing of products, recent factors, including competition from foreign countries, have significantly altered our economic standing among nations. Circumstances such as these imperil the vitality of our economic development.

Experts variously explain the causes. One major cause is the continuing need for a well-educated and occupationally competent workforce. Moreover, a well-prepared workforce is critical to developing and maintaining our national defense system. We feel that a strong vocational trade and industrial/technical education program can have an impact on these problems. However, the capacity of trade and industrial/technical education to deliver quality programs has been eroded over recent years.

*The complete position paper supporting this statement and recommendations is available from the coalition.

NATIE, Inc., P.O. Box 1665, Leesburg, VA 22075

June 19, 1988

Recommendations

1. Provide additional emphasis on federal funding for skilled occupational (job specific) preparation that is employment related.
2. Provide funds to implement measurable state standards that include: instructor updating, student leadership development, and a quality teacher education program. Vocational programs must be based upon input and review from business, labor and management, and must provide adequate time-on-task and curriculum content, as required by industry, to permit the development of entry level skills.
3. Provide funding for adequate student support services such as occupational guidance counseling, testing and placement.
4. Allocate federal funds specifically for teacher education, equipment upgrading, state and local supervision/leadership, salary supplements for teachers recruited from business and industry, industrial update workshops for instructors, and curriculum development.
5. Provide funds for demonstration programs in new and emerging occupations.
6. Provide funds to establish state level industrial research related to skilled occupational preparation.
7. Provide funds for instructors to maintain currency in their field by returning to industry periodically with pay. Federal and State funds will be allocated to cover this instructor updating.
8. Establish and fund a federal cabinet level executive agency to coordinate all industrial job training. This office shall coordinate training in concert with national technical committees that are to be established under reauthorization.
9. Establish and fund a state level industrial/technical extension service (using the agriculture extension service as a model) to assist small business operations in furthering industrial/economic development.
10. Provide funds for the operation at the state and local levels of the approved industrial student organization (Vocational Industrial Clubs of America) as part of the curriculum.
11. From the portion of the allotment of each state available for Title II, Part A, for each fiscal year, at least 25 percent of the funds available for this title shall be used for secondary skilled occupational preparation.
12. Each state plan shall contain an agreement which provides that credit will be granted by postsecondary institutions for competencies completed at the secondary level for skilled occupational preparation.

NATIE, Inc., P.O. Box 1665, Leesburg, VA 22075

June 19, 1988

RATIONALE

To support recommendations proposed for reauthorization of the C. Perkins Act by the NATIE Legislative Coalition based on input from October 1986 through July 1987.

NATIE POSITION PAPER

The National Association for Trade & Industrial Education (NATIE) believes that Trade & Industrial/Technical Education can best serve its students and the nation by:

- o Strengthening the basic work ethic while reinforcing the commitment to produce quality products/providing quality services.
- o Providing skill development through education and training at the most appropriate time and place for a majority of individuals.
- o Offering quality instruction so as to give "value added" to basic skills and priority to training for those occupations that cannot normally be mastered without formal specialized instruction.

NATIE is a national organization representing the professional and private sector that is concerned about trade and industrial/technical education in the United States. Members are individuals from business, labor, and management, T & I/technical state supervisors, instructors, teacher educators and local administrators.

Statement of Problem

The concern that provided the impetus for NATIE's efforts is the fact that the United States has lost its competitive edge and is losing the standard of living that we have known.

Background

Since 1917, Congress has passed several laws and appropriated funds supporting public school vocational education. Congress, as is generally the custom, prefaced each law with a summary finding.

The finding for the 1917 Act, for example, was the need for promotion of vocational education and federal cooperation with States. The 1963 Act called for the strengthening, improvement, and expansion of vocational programming. The Carl D. Perkins Act, 1984, the most recent federal law, emphasized the strengthening of the economic structure, human resources, and the Nation's defense capabilities through high quality programs of vocational education.

Congressional interest in and commitment to vocational education is not inherent in the program, but in its potential to respond to emerging conditions. When the nation urgently needed workers during World Wars I and II, vocational education provided short-term, very concentrated training. It was the Nation's training system.

Concessions

The enactment of the Smith-Hughes Act resulted in strong vocational education programs. Since then, Congress has earmarked vocational education funds for a myriad of activities, including career education, sex equity, disadvantaged and handicapped students, incarcerated persons, single parents, and limited English-speaking persons. The most recent vocational education legislation, the Carl D. Perkins Act of 1984, included setasides amounting to fully 57% of the federal grant to states for programs and services to those with special needs. There is no question that these special populations need to be served. There is, however, a growing concern among T & I/technical educators that there has been declining emphasis on the occupational or job training aspect of vocational education. It is, after all, the training which is critical to the national welfare, national defense, and international competitiveness. Furthermore, if the at-risk youth are to be served in the vocational training program, it is prudent to maintain quality programs in order to serve all youth seeking job training.

Shrinking Work Force

Several societal factors are now converging which require that the Nation pay more attention to education and vocational education. According to several observers, a worker shortage crisis is at hand.

Twenty-three percent of the U.S. population, in 1978, was in the 16 to 24 age group. By 1995, that age group will be 16 percent of the population--a decrease of seven percent. This difference translates into a decline of 4 million young people available for work.

The continuing pace of job creation and the increasing demand for highly skilled, literate workers places yet additional strain on the labor pool. It is a crisis fueled by current and future productivity work-place requirements. However, the crisis is intensified by the prospect of entering the twenty-first century with two kinds of workers: not simply employed and unemployed, but rather employed and unemployable. No longer can functional illiteracy be disguised by an unskilled--but high paying--assembly line job. Various analyses report that between 23 and 77 million adults are functionally illiterate.

With the work force aging and the overall decline in the number of youth, employers will be competing for an ever-shrinking labor pool. At the same time, the size of minority and low-income youth populations will increase. Historically, these two groups have the highest unemployment rates. Minorities and immigrants, between the years 1987 and 2000, will account for over 80 percent of the net additions to the labor force. The educational achievement generally of these groups is weak.

While there continues to be a decrease in the number of unskilled jobs, many skilled workers are in jeopardy due to job/industry obsolescence or unprecedented foreign competition. Just fifteen years ago, 70% of the world's technology was developed in the U.S.; today, it is 50%. By 1990, it may only be 30%.

Adult workers face other problems. Industrial competition is inflicting dislocation on them. Between 1981 and 1986, some 2.2 million workers were dislocated annually, for a total of about 11 million.

This and other information leads us surely to conclude that as a nation we must improve the education and occupational preparation of each and every citizen. Today, and tomorrow, as never before, investment in developing workers is critical--they are a scarce resource.

A VIABLE RESPONSE

Vocational education generally and trade and industrial/technical education particularly have the potential capacity to deliver the quality programs. Today T & I/technical education comprises the majority of vocational program offerings across the country.

It is a job specific education and training program which prepares youth and adults to enter or advance in occupations required by the labor market to meet identified industry, community, and national needs. These occupations are found on multiple levels and include operators, semi-skilled, and skilled craftsmen, technicians, and supervisors and mid-managers who organize and supervise work and maintain quality and productivity.

Position

It is the position of the National Association for Trade and Industrial Education (NATIE), as the leadership group for professionals and other interested parties, that a revitalized, repositioned vocational trade and industrial/technical education delivery system will strengthen our nation by improving the skill competency of its work force. NATIE decries that the capacity of T & I/technical education to deliver quality programs has been eroded over recent years.

The occupational skill level needed by individuals and required by industry bear out the necessity for a comprehensive delivery system that maintains the integrity of its components and a balanced array of services. Current federal legislation, as implemented, encourages only fragmented refinements.

When a vocational education system functions effectively, the benefits to students are manifest. A case in point is the recent finding of a study of 1983 tax records of 1979 high school graduates. Secondary school graduates, with vocational training, earn 21% more four years later than their counterparts who had no such preparation. Some of the higher earnings achieved by former vocational students were in such occupations as machine shop, electronics, and auto mechanics.

The Significance of Trade and Industrial/Technical Education

T & I/technical programs are critical in our nation's efforts to:

(1) Develop and maintain a strong national defense system;
(2) Improve the national welfare; and
(3) Expand the economic competitiveness of the industrial system.

As for the national defense, Robert H. Worthington identifies in "The Ailing Defense Industrial Base: Unready for Crisis," a report prepared by the House Committee on Armed Services, broad problems demanding national attention. Worthington cites skilled worker shortages in such areas as electronic technicians, precision machinists, skilled assemblers, tool and die makers, and shipfitters. He stated that the impact of such a situation could seriously impair our defense preparedness. T & I/technical education provides training in each of these occupations.

As for the national welfare, a change as dramatic as the Industrial Revolution is taking place in the nation's industries. Blue-collar, unskilled labor jobs are disappearing in the wake of increased technology. Unless displaced workers are appropriately re-trained in skilled technologies, a national crisis is in the making. In addition to technical skills, today's vocational graduates need a sound background in basic language, math, and problem-solving skills.

Finally, in order to expand the economic competitiveness of our industrial system, it is essential that we have a strong manufacturing economy in order to be able to compete with other countries. Any manufacturing base by definition is dependent upon trade, industrial, and technical occupations for its success. Eugene C. Hornberger, Manager, Newport News Shipbuilding and Dry Dock Company, Virginia, stated that "if the United States is to remain competitive in the world market, and if we are to maintain our defense preparedness, we must work toward creation of a well-trained technical labor pool. Industry must realize the stake it has in vocational education."

A WRITTEN TESTIMONY

BEFORE

THE HOUSE COMMITTEE ON

EDUCATION AND LABOR

THE HONORABLE AUGUSTUS HAWKINS, CHAIRMAN

U.S. HOUSE OF REPRESENTATIVES

RAYBURN OFFICE BUILDING

WASHINGTON, D.C.

APRIL 17, 1989

BY

JOANNA KISTER Ph.D.
ASSISTANT DIRECTOR
HOME ECONOMICS EDUCATION
DIVISION OF VOCATIONAL AND CAREER EDUCATION
OHIO DEPARTMENT OF EDUCATION
COLUMBUS, OHIO

Mr. Chairman and Members of the Subcommittee:

I am Joanne Kister, Assistant Director of Home Economics, with the Ohio Department of Education. I appreciate the opportunity to offer this written testimony on behalf of the National Association of State Supervisors of Vocational Home Economics Education, which encompasses Consumer and Homemaking Education. In this written testimony we have addressed questions that the Subcommittee on Reauthorization of Consumer and Homemaking Education might like to have answered.

A. How effective is the implementation of Consumer and Homemaking Education, Title III, Part B of the Carl D. Perkins Vocational Education Act?

It is important to understand how the federal dollars for Consumer and Homemaking Education have been utilized by the States. This testimony will illustrate some of the programs, services, and activities which have been implemented effectively under the Carl D. Perkins Vocational Education Act.

Ohio being the seventh most populous state is representative of national demographics. Ohio's Consumer and Homemaking Education programs include the following three statewide initiatives. Data for these initiatives exemplify the variety of methods used to determine the social/economic impacts of Consumer and Homemaking Education.

1. The GRADS Consumer and Homemaking Education program is designed to serve the needs of pregnant and parenting school-age students. The purpose of the GRADS program is to keep pregnant and parenting students in school until graduation. The curriculum focuses on positive parenting skills, decision-making skills, career goal-setting, health practices, and employability skills. Teachers make home and hospital visits and assist students in making contact with health and social service agencies within the community that will serve both them and their children. In 1984 there were 27 GRADS programs compared to 119 in 1989. State leadership is provided for GRADS teachers in the areas of technical assistance, in-service, accountability, and research.

Social/Economic Impact--The majority (80 to 85%) of teen mothers drop out of school prior to graduation. In 1985, the United States spent $16.65 billion on families that were begun when the mother was a teenager. Consider the remarkable savings to society of the GRADS Consumer and Homemaking program which has a retention rate of 85 percent, over five times greater than that of teen mothers who do not participate in such a program. This statistic is based on the percentage of students who graduate or return to school the following year. We also have pre-post test data confirming improvements in parenting knowledge and skills. Evidence of this is reflected by the mother, child, and in some cases the teen father having benefited from the GRADS program. (Refer to the attached Ohio Vocational Home Economics Fact Sheet for a report of program status and effectiveness for the last fiscal year.)

2. Ohio's Secondary and Adult Consumer and Homemaking Education programs enhance competency in problem solving, decision-making, and critical thinking through curriculum improvement projects. Youth and adults, male and female, live and work in a complex society that is constantly facing change. They need programs which will assist them in developing the skills to think critically, creatively, and ethically about the multifaceted problems faced by families. The Ohio Consumer and Homemaking Curriculum assists students in forming judgments regarding major life choices such as marriage, parenthood, and work. It also assists students in becoming self-sufficient, responsible citizens who can contribute to the solution of social, economic, and cultural problems.

   Social/Economic Impact--Using a validated scale for evaluating decision-making frameworks, research on the Ohio Consumer and Homemaking Action Curriculum confirmed marked student improvement in the level of reasoning skills. We also have survey research documenting increased instruction requiring higher level thinking skills in Consumer and Homemaking Education.

3. Ohio's Family Life Consumer and Homemaking Education program serves families in economically depressed areas. It empowers parents with the skills needed for effective parenting, resource management, and job readiness. The Family Life

program has been continued under the Carl D. Perkins Vocational Education Act and currently focuses on parent/child interaction programs. Family literacy is one of the more successful outcomes of the Family Life program. This is accomplished by providing pre-school books to parents who often learn to read as they participate with their children in the program. Quality child care is provided while parents attend classes held in their housing development, community center, local health center, church, or public school.

Social/Economic Impact--Evaluations by university researchers using observation techniques reported "impressive results" from Family Life parent/child interaction programs. Parents showed significant development of parenting skills in understanding, encouraging, and expressing desirable behavior, as well as setting limits. Their children demonstrated growth in both self-esteem and responsiveness to others.

Ohio's communities received $816,000 when children were returned to improved home environments from foster care. Even greater returns are yielded from preventive education for pregnant women and early intervention through the parent/child interaction program. (Refer to the attached Ohio Vocational Home Economics Fact Sheet for a report of program status and effectiveness for the last fiscal year.)

How are the dollars from Consumer and Homemaking Education allocated?

In Ohio, some examples of federal allocation usage include:

1. Economically depressed urban areas receiving a major allocation for Family Life parent/child interaction programs.
2. Leadership, program development, curriculum development, and technical assistance.
3. Coordinated in-service with teacher education and local districts.
4. Instructional materials and direct grants to personnel development centers.
5. Research and evaluation to document the effectiveness and improve the quality of programs.

What concerns have been expressed about Consumer and Homemaking Education?

In Ohio, funds are used primarily for populations traditionally underserved in Vocational Education. (Refer to the attached Ohio Vocational Home Economics Fact Sheet.)

1. **Is federal funding for "general" high school home economics programs?**

An analysis of the total funding for Consumer and Homemaking Education in comparison to the number of schools having home economics programs, and the number of students enrolled in these programs would quickly dispel this possibility. Funding for general high school home economics programs comes from state and local resources.

2. Is the title "Consumer and Homemaking" pejorative to women?

This question may be asked from this perspective: Is the family demeaning to men or women? While Consumer and Homemaking Education programs emphasize national priorities and underserved populations, the programming functions under the umbrella of Home Economics. Consumer and Homemaking Education prepares men and women for the work of the home and family and for the successful interaction of work and family life. The 1988-89 male enrollment for Consumer and Homemaking Education is 38% nationally, in comparison to only 16% in 1970-71. The increase in male enrollment in Consumer and Homemaking Education programs and the increased focus on sex equity is a direct outcome of the federal funding of Consumer and Homemaking Education as a specific category of Vocational Education.

3. What is being done regarding teenage pregnancy prevention?

There has been a reduction in the rate of teenage pregnancy, however it clearly remains a national problem. Current data suggest that teen pregnancy is occurring at an earlier age. Ohio's Impact Consumer and Homemaking Education program for disadvantaged middle school youth focuses on self-esteem, basic homemaking skills, and career orientation. Teachers make home visits to work with teens and their families.

An inherent problem of preventive programs is that we cannot quantify the number of pregnancies prevented. Poor grades and high absenteeism have been correlated with teenage pregnancy. Ohio's Impact program has been able to document improved grades and school attendance among disadvantaged middle school youth. (Refer to the Ohio Vocational Home Economics Fact Sheet.)

4. Can Consumer and Homemaking Education provide instructional programs in parenting skills, parenthood education, and family living in order to serve the single parent and homemaker population?

Effective consumer and homemaking education programs have been in place for many years in each of the States, with qualified educators providing instructional programs in the areas of parenting, resource management, managing home and work responsibilities, and responding to individual and family crises. In Ohio, Consumer and Homemaking Education has provided the leadership for programs for displaced homemakers and single parents. The Single Parent and Homemaker setaside provides grants for support of occupational training tuition, child care and transportation, and innovative projects for a specific population. Students enrolled in Secondary and Adult Consumer and Homemaking

Education programs are eligible for the grants. Thus, single parent and homemaker grants provide support services and are linked with Consumer and Homemaking instructional programs to provide marketable skills which enhance employability. Outcomes prove the efficiency and efficacy of this approach. (Refer to the attached Ohio Vocational Home Economics Fact Sheet.)

B. What national concerns does Consumer and Homemaking Education address?

Social change in America dictates a national agenda which Consumer and Homemaking programs address. The figures are disturbing. Nearly a million American teenagers become pregnant each year. A million youth drop out of school. The social and economic costs to society are incalculable. The range and magnitude of problems verifies the tremendous need for Consumer and Homemaking Education to continue addressing the needs and concerns of youth at-risk. Consider the following national statistics:

- Youths 13 and older account for 46 percent of the foster care caseload. Almost one-fourth of the children reported as abused and neglected are teenagers.
- Members of families with children now represent more than one-third of the homeless population nationwide.
- Substance abuse is pervasive among adolescents in America. Approximately 3 out of every 10, or 4.6 million high school students experience serious drug-related problems.
- Anorexia nervosa and bulimia nervosa pose major nutritional and psychological problems as well as medical complications for adolescents.

- Suicide is the third major cause of death among young people.
- Nearly a fourth of the AIDS cases are in the 20-29 year old age group. Teenagers are contracting AIDS.

However, statistics do not capture the essence of youth at-risk. From classroom observations and the daily student conference and teachers' home visit logs of Ohio's Impact Consumer and Homemaking programs, we can picture students who have experienced the following types of problems:

- A handicapped student with a reading disability needed help with classwork.
- An abused student withdrew from her peers after being sexually attacked by her stepfather.
- A neglected student slept in a laundromat after being thrown out of his home.
- Student is caring for younger siblings and the home since her mother walked out on the family.
- A girl sees pregnancy as a way out of a negative foster care environment.
- A school-age parent misses a lot of school, being unable to afford child care services.
- Outstanding school leader's mother is put in prison on drug charges.
- A runaway steals a car over the weekend.
- A boy cannot communicate with his great-grandfather, who has recently moved into the home.
- Student is expelled from school for drinking.
- Student is caught selling drugs at school; her father is a dealer.
- Student attempts suicide by taking an overdose of codeine.

These descriptions, while poignant, are simplistic in that they fail to convey the complexity of the problems of youth at-risk. Most students, in fact, experience an array of problems. However, the descriptions are representative of students across the nation who are likely to drop out of high school.

Consumer and Homemaking Education programs focusing on dropout prevention, such as Impact and GRADS, are making a difference. Teachers of these students are concerned about the pervasive problem of low self-esteem among youth at-risk. Yet, preventive programs such as Impact and GRADS cannot continue without federal funding for Consumer and Homemaking Education.

Future Homemakers of America, the co-curricular home economics student organization, helps youth develop skills in leadership and citizenship. The organization sponsors programs which help youth take control of their lives and prevent problems such as teen pregnancy, substance abuse, and teen suicide.

C. Why should there be categorical funding for Consumer and Homemaking Education?

Families, to a great extent, determine who a person is and what he/she becomes. Bronfenbrenner (Cornell University) has said that the family is the most humane, the most powerful, and by far the most economical system known for making and keeping human beings human.

Families nurture and educate the young. Authorities have indicated that approximately 75% percent of learner achievement is associated with socio-economic status and family background--what children bring to school.

The family represents our greatest national strength. The Commerce Department has estimated that the tangible output of America's households is worth 160% of the GNP. The economic well-being of our nation is based on the social and economic well-being of families.

In funding Home Economics Education since the Smith-Hughes Act of 1917, Congress has recognized the relationship between a well-ordered home and family life and a productive, satisfying work life. Consumer and Homemaking Education prepares youth and adults for competence in the work of the family. The concept of work, whether in a family or job setting, is central to Vocational Education. Consumer and Homemaking Education is a unique part of Vocational Education in that its programs address the interrelatedness of the home, family, and workplace.

Consumer and Homemaking Education is needed to:

- provide support services and programs for traditionally underserved populations,
- develop and fund research and exemplary projects,
- attract and retain well-qualified state department of education supervisors,
- provide technical assistance for programs,
- support preservice and in-service education for teachers,
- develop new and relevant curriculum materials, and
- develop leadership through the vocational student organization, Future Homemakers of America.

Our work force is threatened if we do not meet the needs of all students. With a limited investment, Consumer and Homemaking Education offers quality programs which prepare youth and adults, males and females, for the work of the family. Consumer and Homemaking Education includes parenting education, and balancing the demands and responsibilities of work and family, as well as access for underserved populations to these programs. In order for Consumer and Homemaking Education to continue the important work of educating and assisting America's families we encourage you to reauthorize federal funds for Consumer and Homemaking Education, Title III, Part B, as a specific category under the Carl D. Perkins Vocational Education Act.

Thank you for considering this reauthorization request.

STATEMENT
OF THE
INTERSTATE CONFERENCE OF EMPLOYMENT SECURITY AGENCIES, INC.
ON

VOCATIONAL EDUCATION ACT REAUTHORIZATION

TO

HOUSE EDUCATION AND LABOR COMMITTEE
SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

The Interstate Conference of Employment Security Agencies, Inc., is pleased to submit this statement to the House Education and Labor's Subcommittee on Elementary, Secondary, & Vocational Education regarding the reauthorization of the Vocational Education Act. The Interstate Conference of Employment Security Agencies, Inc. represents the administrators of Employment Service, Unemployment Insurance, and Labor Market Information programs in the fifty states, District of Columbia, Puerto Rico, and the Virgin Islands.

The Carl D. Perkins Vocational Education Act is a valuable piece of legislation that helps link the education and employment/training systems for the resulting benefit of the public. The reauthorization of this Act is important to the State Employment Security Agencies as a vital part of an overall employment and training policy for state use in addressing human resource issues.

I want to highlight some examples of positive linkages between the Vocational Education and Employment Security systems in several states. First, the Economic Information and Analysis Section of the Illinois Department of Employment Security provides a comprehensive set of industry/occupational projections by education district to the Vocational Education agency for planning purposes. An additional partnership is that one of the studies from the "Employ Illinois" project is a follow-up survey on the success of Central Illinois Electronics Course graduates in the labor market.

Secondly, the Missouri state Employment Service provides placement technicians to the Vocational/Technical schools for placing school attendees and graduates. This close working relationship has fostered effective school to work transition and greater cooperation between the two state agencies.

Third, the Utah Department of Employment Security, in cooperation with the National Occupational Information Coordinating Committee, has developed a microcomputer occupational employment projections system that is now in 45 states. This system allows the state more analytical time for reviewing detailed occupational projections. In addition, Utah is developing a vocational education follow-up program that will provide vocational counselors with employment placement rates, before and after wage comparisons, and job titles to determine the relationship between training and employment.

Also, the Mississippi Employment Security Commission, in coordination and cooperation with the Vocational Technical Division of the State Department of Education, recruits, certifies, and enrolls Job Training Partnership Act eligible clients into approved classroom training projects. In addition, the Mississippi Employment Security Commission is responsible for payment of needs based payments to qualified program participants.

Our track record of cooperation with the vocational education system is a good one and will continue to grow. But, it is also important to recognize that State Employment Security Agencies have a long history of successful collaboration with post secondary educational providers.

The Junior and Community colleges of this nation truly have their vision focused on the labor market needs which must be met, if we are to move our nation to a competitive position in the world economy. Most programs in the curriculum of post secondary schools are occupational specific; designed not in a vacuum by the educators, but with employers who understand first hand the skills required on the job. We have worked with these institutions on a number of placement projects and are impressed with the quality of instruction and the ability to design both short and long term instructional programs. Worker needs are being met because the employer needs are understood. The linkage is there.

In light of this situation, we strongly encourage you to consider the state agency serving community and technical colleges as an equal partner in developing the state plan under the Vocational Education Act.

ICESA supports the extension and strengthening of the current Vocational Education Act and feels that the Employment Security system has much to offer the education community in linking the world of work with the world of education. It will be imperative in the future to foster these types of working relationships as programs must operate efficiently and in a coordinating manner.

A valuable part of bringing together worker skills and employer demand is labor market information. Reliable information about jobs and worker supply has been a trademark of the Employment Security system for over fifty years. The current Vocational Education Act contains several sections related to labor market information that needs to be enhanced.

The Carl D. Perkins Vocational Education Act requires the use of occupational information when planning expenditures involving vocational training, career counseling, and guidance programs. However, resources that support the production and dissemination of labor market and occupational data are shrinking. Demand for occupational data detailing future supply and demand, skill changes, occupational mobility, and compensation is increasing geometrically as the year 2000 is approached.

It is ironic that, with all the use of national labor market trends in the Workforce 2000 reports, the state and local labor market data bases over the last decade have deteriorated. Changes in the global economy, industry structure, and continued population shifts, all combine to place demands on the ability to meet the needs of Vocational Education as well as other labor market data users.

As the Subcommittee considers the reauthorization of the Vocational Education Act, ICESA hopes that a reemphasis is given to the critical area of occupational information so that these data are available for use by vocational education planners in making important decisions on training curriculum. If these data do not reflect the true labor market needs of private industry, the training is likely wasted for both the school and the student. ICESA suggests a modification to the Vocational Education Act to provide for a minimum of $6.0 million for the purpose of occupational information systems in lieu of the current $3.5 million authorized in Section 451(b)(2).

Since the current Vocational Education Act does not directly fund the production of labor market information (even though it mandates the use in the planning needs), perhaps under the reauthorization, a set-aside percent of the total appropriations should be earmarked to pay for both occupational information systems and strengthening the important data bases that serve as the infrastructure of these systems.

ICESA also supports an increase in the Comprehensive Career Guidance and Counseling programs (Title III, Part D). The Vocational Education Act can also be improved by enhancing the Vocational Education Data System, calling for improved data collection and comparable information (Section 421).

In closing, the State Employment Security Agencies remain committed to providing employment and training services to employers, employees, and prospective workers through a variety of resources. We will continue to work on coordinating our human resource efforts with other state agencies, particularly the education community.

SHEEO STATE HIGHER EDUCATION EXECUTIVE OFFICERS
1860 Lincoln Street • Suite 310 • Denver • Colorado • 80295 • [illegible]

April 5, 1989

The Honorable Augustus Hawkins, Chairman
House Subcommittee on Vocational Education
2101 Rayburn House Office Building
Washington, D. C. 20515

Dear Representative Hawkins:

The State Higher Education Executive Officers (SHEEO) believe that American vocational technical education needs landmark change. While the Carl D. Perkins Vocational Education Act historically has attempted to improve the quality of vocational education programs and increase access to these programs for individuals from special populations, SHEEO members believe there continues to be an urgent need for a strengthened, integrated system of vocational education.

As you enter the final days of review of House Resolution 7, the reauthorization of the Carl D. Perkins Vocational Education Act, SHEEO respectfully submits the enclosed document containing conclusions and recommendations for your consideration. We urge the Congress to take this opportunity to strengthen national policy and draw up an improved agenda for American vocational technical education. Our recommendations call for:

- Broadening the academic base of vocational education;
- Changing the sole state agency concept to include higher education agencies;
- Providing for an allocation of funds to higher education based on portion of students served, or some other equitable measure;
- Involving all segments of vocational-technical education including higher education in strategic planning.

President: Norma Foreman Glasgow, Commissioner, Connecticut Department of Higher Education, 61 Woodland, Hartford, CT 06105
President-Elect: Clyde Ingle, Commissioner, Commission for Higher Education, 101 West Ohio, Suite 550, Indianapolis, IN 46204-1909
Legal Counsel: Michael B. Goldstein, Dow, Lohnes & Albertson, 1255 23rd Street, Washington, D.C. 20037, 202-857-[illegible]
Executive Director: James R. Mingle, Denver Office

SHEEO stands ready to do its part in implementing positive change. Please call on us if we can be of further assistance to you or the subcommittee.

Sincerely,

Norma Foreman Glasgow

Norma Foreman Glasgow
Commissioner, Connecticut Department
of Higher Education
President, State Higher Education
Executive Officers

NFG:cw
Enclosure

State Higher Education Executive Officers

CONCLUSIONS AND RECOMMENDATIONS PERTAINING TO THE REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

BACKGROUND ASSUMPTION: Education for the future must bring together, strengthen, and treat as one the two streams of education -- the vocational and the academic.

- The ability to read, write, reason, and calculate is becoming increasingly important for all workers; thus vocational technical training must include a greater emphasis on these skills.

- The need for basic skills by everyone should result in a strengthening of secondary vocational education. Terminal job training, at either the secondary or postsecondary level, is becoming obsolete. The major goal of all of secondary education is that of preparing students for continuing education opportunities.

- Secondary vocational education is a valuable tool to teach basic skills to students who for a variety of reasons, both personal and academic, may not obtain a high school diploma.

- Competence in new technologies increasingly is requiring preparation at least at the Associate of Science or Associate of Applied Science degree level.

CONCLUSION: All organizational and funding requirements for vocational technical education should support this effort to integrate and strengthen all of education.

- Since higher education is an important partner in the delivery of vocational education, the sole state agency designation should be eliminated and responsibility shared between the secondary and postsecondary education communities.

- All segments of the vocational technical education community, including higher education, should be involved in long-range strategic planning.

- Federal funds for vocational technical education should follow students that are served and flow to the educational sectors in proportion to the magnitude of their involvement and contribution.

RECOMMENDATIONS

THE STATE HIGHER EDUCATION EXECUTIVE OFFICERS ASSOCIATION RECOMMENDS THAT CONGRESS . . .

1. Consider the past and future role of vocational technical education within the context of educational reform and set higher expectations regarding performance by this system:

    - Clarify the goal of education as preparing graduates for both employment and additional education.

    - Encourage financing incentives for programs which successfully move students to progressively advanced levels of training.

2. Take steps to reduce the costly duplication of effort among various levels of institutions and among federal and state programs providing vocational technical education and training:

    - Require states to include in the state plan assurances of inter-agency collaboration and coordination of vocational and technical education with other federal and state programs.

    - Reduce duplication and improve national and state level coordination of vocational and technical education with other programs, such as federal job training, welfare, trade, and literacy programs.

    - Require education agencies to coordinate curriculum planning so that there is a clear "fit" between various levels of education that encourages students to pursue progressively higher levels of skill development.

3. Require states to improve the state planning process:

    - Require that the state agency, or agencies, responsible for community, technical, and junior colleges and postsecondary technical education programs should share equally with the secondary vocational education system and/or the "sole state agency" in the responsibility for preparing and implementing the state plan.

    - Require states to identify in the state plan measurable goals for improving programs.

4. Encourage articulation and innovative programs:

    - Increase funding for Title II-B, program improvement, innovation and expansion.

- Provide incentive funding to states to establish, improve, or expand such innovative programs as Tech Prep 2 + 2 (and 2 + 2 + 2), with special consideration for programs involving coordination and collaboration among public and private institutions, particularly at the secondary and postsecondary levels.

5. Provide the states with increased flexibility:

   - Allow states the flexibility to address needs of special populations according to the relative numbers of individuals to be served and their degree of unmet need.

   OR

   - Establish funding ranges rather than setasides in Title II-A for special populations.

6. Focus on technical education and the role of postsecondary institutions in meeting the requirement of new technologies and the changing work environment:

   - Encourage states to allocate the federal Perkins dollars on the basis of student populations enrolled in vocational technical education programs and priorities established in state plans.

   - Clarify the role of postsecondary technical education by defining it as employment-focused education that meets technical job standards requiring competencies in science, mathematics, and technology beyond the secondary school level.

GREAT LAKES
EMPLOYMENT-TRAINING
ASSOCIATION

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SECRETARY
COLEEN WILLIAMS
Illinois

March 15, 1989

The Honorable Augustus F. Hawkins
House of Representatives
2371 Rayburn House Office Bldg.
Washington, D.C. 20515

Dear Representative Hawkins:

As the Executive Board of the Great Lakes Employment Training Association, we represent over one hundred job-training executives in the states of Indiana, Illinois, Michigan, Minnesota, Ohio and Wisconsin. We are interested in federal policy and legislation that increases opportunities for economically disadvantaged people in the areas of effective education, training and employment services.

The federal government has authorized three major pieces of legislation designed to provide these services to the targeted population. These laws are the **Job Training Partnership Act**, the **Carl Perkins Vocational Education Act** and the **Family Support Act of 1988.**

In order to maximize the resources of these legislative initiatives, it is vital that a high level of coordination occurs at the local level. The Congress can be more helpful in promoting an environment of coordination among these systems locally if more pro-active language is included within each statute which requires reciprocal communication in the local planning process.

The House of Representatives is currently considering the reauthorization of the Carl Perkins Vocational Education Act through 1995. HR#7 should be amended to contain language which would promote required opportunities to improve communication in the planning of local vocational education and JTPA services. Since most coordination established under both laws will and must occur locally, it is not sufficient to contain coordination requirements solely at the state level of planning.

The Honorable Augustus F. Hawkins
Page Two
March 15, 1989

We recommend that, as a first step in improving the environment for local coordination of these two systems, an amendment of HR #7 be enacted that would :

a. Require all local plans of service with Perkins Act funding be reviewed with the Private Industry Councils in the appropriate JTPA Service Delivery Area prior to the submission of these plans, and that PIC written comments relative to such plans be required to accompany such submissions of Perkins Act activity plans to the State.

b. Amend the Job Training Partnership Act to require all JTPA plans be submitted by Private Industry Councils to the Vocational Education district in the appropriate JTPA Service Delivery areas prior to submission, and that written comments from these districts regarding JTPA plans be required to accompany their submission to the State.

By establishing the review and comment process between Perkins and JTPA programs at the local level, this communication requirement in the statute will increase the interface between policy makers and administrators of the two systems and improve the opportunities for the resources of the two funding sources to be coordinated. The result would be a more effective use of available federal, state and local resources for education, training and employment services.

We urge you to give serious consideration to our request for amendment to the Perkins Act (and JTPA) that will accomplish this improved environment for coordination opportunities at the most important local level.

Respectfully,

Michael A. Quinn
President

NATIONAL COUNCIL ON VOCATIONAL EDUCATION

STATEMENT OF THE
NATIONAL COUNCIL ON VOCATIONAL EDUCATION

TESTIMONY FOR THE COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

REAUTHORIZATION OF THE CARL PERKINS ACT

MARCH 1989

SUITE 4080, 330 C STREET, S.W. WASHINGTON, D.C. 20202-7580 (202) 732-1884

TESTIMONY
OF THE
NATIONAL COUNCIL ON VOCATIONAL EDUCATION

The National Council on Vocational Education welcomes the opportunity to provide information concerning the reauthorization of the Carl Perkins Vocational Education Act. The information the Council has received indicates that the Act is helping States to do a better job in vocational-technical education, but it does require some modifications and fine tuning. The National Council has worked with a number of business, education and advisory groups in order to provide the information in this written testimony.

The Council's testimony includes the following:

- An overview of the importance of vocational-technical education
- Specific recommendations in the areas stated in the Perkins Act
- Summary of the Council's Occupational Competency Report
- Other Council Initiatives: National Awareness Campaign
  National Council Awards

The National Council has observed vocational-technical education from the perspective of what America needs to have the best work force in the world. Our conclusion is that the United States can no longer afford to underestimate the value of a quality vocational-technical education system.

VOCATIONAL-TECHNICAL EDUCATION: AMERICA'S HIDDEN ASSET

Everybody in this country benefits from vocational-technical education, but most people know next to nothing about it, what it does, or how it works.

Consider these facts about the Nation's vocational-technical education system:

- o It graduates more than 2 million skilled workers each year.
- o It provides 23 million adults with more than 43 million classes a year.
- o Of all high school seniors who graduated in 1982, 97 percent took at least one vocational-technical education course.
- o Forty-five percent of all vocational credits earned are earned by the top academic students.

Consider that students in this system increasingly go on to postsecondary education to acquire the high levels of skills needed in today's economy:

- o 60 percent of all high school vocational graduates enter some form of postsecondary education.

Consider that the employment marketplace is attuned to the graduates of the vocational-technical education system:

- o Most jobs require education beyond high school but do not require a bachelor's degree.

- Eighteen of the 20 fastest growing occupations within the next decade require vocational-technical education (the other 2 require a bachelor's degree).
- Vocational education prepares students for 26 of the 37 occupations that the Bureau of Labor Statistics predicts will account for the largest number of new jobs by 1995.

All of these facts add up to a picture of vocational-technical education that differs dramatically from the stereotype of wood shop and auto mechanics. The American vocational-technical education system now in place can help to solve many of the social and economic problems of the Nation.

Some people--including some government leaders and even educators--seem to care little about this wonderful and powerful resource that this Nation has. The National Council on Vocational Education calls vocational-technical education America's hidden asset, because it's as good as the gold in Fort Knox--and just about as far from public view.

Spread across this Nation are some 26,000 institutions that teach vocational-technical education to more than 16 million students at any one time. They are learning skills that are critically important to the economic future of this country, important to every man, woman, and child in this country. These students are studying to become the high-tech computer programmers and operators, equipment assemblers, and communications specialists who will help lead this Nation into the 21st century.

They are also the paralegals, chefs, home health aides, machinery operators, high-steel erectors, welders, dental hygienists, word processor operators, bookkeepers and hundreds of other kinds of workers who keep this country going.

Some people may still view vocational-technical education as something taught in a dingy print shop or metal shop or auto mechanics shop. That old stereotype--vocational-technical education as dull and boring and leading to a dull and boring life--just does not hold water any more, if it ever did.

Vocational-technical education today is as sparkling new and bright as the surface of a NASA rocket, which as a matter of fact was probably fabricated, assembled, and prepared for liftoff by graduates of vocational-technical education. It offers a course of study that leads to exciting and financially profitable work. It opens wide the door of opportunity for millions of young people, displaced workers, and the handicapped to build rewarding and fulfilling lives for themselves and their families.

The value of this hidden asset can be seen daily in classified ads in the newspapers of the Nation. The ads call for applicants who are electricians, floral designers, glaziers (the workers who replace broken windows), legal secretaries, medical X-ray technicians, and printing press operators, to name just a few. This evidence shows that anyone who has a skill can find a job and will be employed if that skill matches the needs of today's economy. The jobs for people are higher skilled and better paying jobs; the lower skilled jobs can, in an increasing number of cases, be done by machine.

Typical classified ads also tell the story of modern-day vocational-technical education graduates at work:

- o A wide variety of occupations--many choices for the individual.
- o Available jobs--these people are in demand.
- o Good pay and benefits, including profit-sharing and bonuses--employers want these people.
- o High skill requirements, including command of traditional academic subjects such as grammar--these people are well educated.

The time has come for policymakers, decisionmakers, and educators to take a strong second look at vocational-technical education. A lot has happened since they may have last looked at this valuable national resource. Government leaders at all levels should also ensure that quality vocational-technical education programs are available to all students who want them. Although these programs are effective and up-to-date in many places, some can be improved; Federal, State, and local government leaders should work to ensure that all such programs are of the highest possible quality.

Vocational-Technical Education Helps America in International Competition

The United States faces stiff international economic competition. Foreign countries now manufacture major portions of industrial and consumer goods once manufactured in this country. In the case of some finished goods, including certain television products, the United States does not manufacture the product at all, but imports it from abroad. Foreign nations now challenge American business across a broad spectrum of economic activity--and in some cases the foreign competitors are winning.

The answer to this competition is not trade barriers. Free trade benefits both the United States and its foreign allies. Rather, the answer lies in improving America's capacity to meet foreign competition on its own terms--in the efficient manufacture of high-quality goods.

Compared with other countries, the U.S. workforce competes well with white-collar and technical managerial counterparts in other nations. American schools turn out the highly skilled scientists, engineers, business managers, and financial experts who are vital to business success. In the production plant, however, American workers who are well prepared to compete with their foreign counterparts are in short supply.

The lesson is clear: government policymakers and educators must stop concentrating on preparing the technical and managerial elite. They must enlarge their vision to include the critical segment of the workforce who will handle the production phase of the competitive cycle. It is on these men and women that responsibility falls to maintain efficiency and quality in producing the goods and services that can compete effectively in the international marketplace. These workers will gain their skills in the Nation's vocational-technical education system.

Vocational-Technical Education Trains At-Risk Populations

An important and often overlooked contribution of the vocational-technical education system is the training of at-risk populations to become economically self-sufficient. This training enables people who might otherwise be deprived of the opportunity to work with satisfying and dignified ways to earn their own way.

Consider these facts:

- o Vocational-technical education serves 3 million secondary and postsecondary disadvantaged and handicapped students each year.
- o 82 percent of the students served through disadvantaged and handicapped programs enter employment or continue their education on completion of their program.

A study in New York City conducted by the New York City Board of Education, Office of Education Assessment, found that the dropout rate for occupational (vocational-technical education) students was 4.7 percent, while the non-occupational education student dropout rate was 13.5 percent, nearly three times as high. The Council believes, as do those who conducted the study, that the rate is lower because the occupational education students have made a choice and have a purpose for their education.

Vocational-Technical Education Gives Employers the Skilled Workers They Want

Fixing the mismatch between the labor pool and the future marketplace for employment requires measuring the needs of employers. What kinds of employees do American employers want?

In a recent report by the American Society for Training and Development and the U.S. Department of Labor, the answer came through loud and clear: employers want workers who have mastered not only the basic academic skills of reading, writing, and arithmetic, but also much more. They want people who can learn on the job, master new skills, solve problems, work well with colleagues, and deal successfully with customers. This package of capabilities sounds like a course description for a quality vocational-technical program.

Specifically, the report, Workplace Basics: The Skills Employers Want, found that employers seek men and women with these attributes:

- Know how to learn.
- Can read, write, and compute.
- Listen well and speak effectively.

- Can think creatively and solve problems.
- Take pride in their work, have good self-esteem, are able to set and meet goals, and manage their career well.
- Have good interpersonal skills, can negotiate with others, and are team players.
- Understands the importance of organizational effectiveness.

Every one of these skills is either taught as a matter of course or implied in classroom work or group projects in vocational-technical education.

RECOMMENDATIONS

The Carl D. Perkins Vocational Education Act charged the National Council on Vocational Education with devising ways to improve and strengthen vocational education. The following recommendations respond to the mandates to the Council in the Act and provide specific suggestions.

The purpose of the recommendations is to advise the President, Congress, and the Secretary of Education on the leadership role that the Council envisions for the Federal Government; and to encourage State governments to view vocational-technical education as an important ingredient in economic development. States should coordinate vocational-technical education policy and programs with economic development through the Office of the Governor.

Another thrust of these recommendations is aimed at the education establishment and private industry, and seeks to encourage equal emphasis on vocational-technical and academic education in public schools.

RECOMMENDATIONS

The following are recommendations that the National Council would like Congress to consider as it reauthorizes the Carl Perkins Act. The recommendations are organized according to the mandates given the Council in the Perkins Act.

Recommendations for Improving Program Effectiveness

Mandate: Improve the implementation and effectiveness of the Vocational Education Act.

1. There must be leadership at the national level from the Congress, the White House, and the Department of Education for needed improvements to occur. Old stereotypes and lack of current information on vocational-technical education cannot drive Federal policy.
2. Maintain the emphasis on program improvement in the Vocational Education Act.
3. Continue to provide services to special populations and allow States flexibility in offering those services.
4. Continue implementing the concept of Technical Committees.
5. Maintain the emphasis on reinforcing and teaching academic skills.

6. Use information from national awards to identify and highlight model programs.

7. Change the name of the Vocational Education Act to the Vocational-Technical Education Act.

8. Continue to serve a wide range of clientele, including secondary and postsecondary students, individuals needing business and industrial retraining, and older workers wanting second careers.

9. Federal funds should be used for the development and support of curriculums through consortiums of State organizations.

10. States should ensure that teacher education and in-service programs include current information on vocational-technical education.

11. Federal funds should be used to assist vocational-technical education programs equally in rural and urban areas.

12. Improve vocational-technical education by broadening opportunities for graduates.

Recommendations for Increasing Cooperation Between Business and Vocational Education

> **Mandate: Provide strategies for increasing cooperation between business and vocational education so that training is available for new technologies.**

1. Strengthen and expand mutually beneficial partnerships with business and industry.

2. Expand model programs that implement strategies to bring together the needs of business, industry, labor, and vocational-technical education.

3. Use curriculum developed and updated by business, industry, and labor.

4. The majority of the members on national and State councils on vocational-technical education should continue to be representatives from business and industry.

Recommendations for Retraining Adult Workers

> Mandate: Provide approaches to retaining adult workers and to enhancing education, business, and labor cooperation in retraining efforts.

1. Update and improve academic skills and employment skills transferable to industry.

2. Work with business and industry to identify effective partnerships for retraining.

3. Emphasize life-long learning as necessary to remain employable.

Recommendations for Access to Information

> Mandate: Provide access to information regarding the market demand for skills.

1. States should establish a modern labor market database system.

2. States should provide follow-up data on former students and retaining programs.

3. Increase the awareness and improve the image of vocational-technical education through national leadership and national media attention.

Recommendations for the Handicapped

Mandate: Advise on the vocational needs of the handicapped and the level of participation of the handicapped in vocational education programs.

1. Coordinate Federal programs and jointly funded efforts that serve the handicapped.

2. Establish as role models examples of successful graduates with disabilities who have completed programs and are employed.

Recommendations for Linking with the Job Training Partnership Act

Mandate: Advise on the implementation of this Act and the Job Training Partnership Act and policies needed to expand and improve vocational-technical education programs (and apprenticeship programs).

1. The law should continue to facilitate cooperation between the Job Training Partnership Act (JTPA) and the vocational-technical education system.

2. Requirements and timetables for the Carl Perkins Act and Job Training Partnership Act (JTPA) should be similar.

3. Continue efforts to improve and expand apprentice programs.

Recommendations for Occupational Competencies

Mandate: Provide current information on the types and levels of occupational competencies necessary for entry and sustained productive employment.

1. The mandates of the National Council on Vocational Education should include work with business, industry, labor, and trade associations in providing information on occupational competencies.

OCCUPATIONAL COMPETENCIES REPORT

The National Council has been working with trade associations, business/industry and labor as authorized by the Perkins Act. Starting in May 1987, the Council has been working with the electronics, construction, and health services industries to identify the occupational competencies which will be needed by their future employees. The topics discussed by the working groups in each industry included: projected number of employees needed over the next 5 to 10 years, skill requirements, equipment, facilities, methods and procedures, resources and training materials developed by the industries. Each of the three working groups met separately but provided similar general recommendations. They concluded that potential employees should have:

- basic skills in math science, communication, use of computers
- strong work ethics
- occupational skills related to entrance into the industry

Each of the working groups stressed the importance of vocational-technical education at both the secondary and postsecondary levels.

As diverse as the fields of electronics, construction and health services are, they face some common needs. All now or shortly will be faced with a shortage of qualified employees. All depend on quality vocational-technical education programs to provide qualified workers to the field. All to some degree use business/industry and education partnerships to provide students with on-the-job, hands-on training and insight into the various occupations within the field. All use specialized equipment that can be expensive to provide.

Certain common needs were voiced by members of all three industry working groups. Following is a brief summary of those recurring needs:

1. Recruit
2. Begin career awareness programs early, as early as elementary school.
3. Develop more self-help stimulating learning materials that encourage information retention.
4. Keep vocational-technical instructors informed of current industry trends by attending conferences, trade shows and association meetings. Involve industry in the training of vocational-technical instructors.
5. Develop cooperative business/industry and education programs. Define the programs with written agreements so each entity knows exactly what is expected, what the limits are and who is responsible to make it happen.
6. Correlate curricula between secondary and postsecondary programs to avoid duplication of material. Introduce basic skills early and reinforce them through hands-on training.
7. Provide vocational-technical facilities with adequate space, enough state-of-the-art equipment of durable quality, adequate resources and reference materials and teachers with current knowledge of the industry.

During 1989-90, the National Council will be working with trade associations, business/industry and labor in the following industries: Chemical based technicians

Agribusiness

Office automation

Hospitality and food service

To remain competitive in world markets, American business and industry must be productive and responsive to the demands of the market. To supply trained, skilled workers for business and industry, vocational-technical education programs must be responsive to the needs of business and industry. Through cooperation of all, those needs will be met.

Meetings like these working groups held under the auspices of the National Council on Vocational Education to explore the occupational competencies and needs of business and industry are the exact environment to spawn just such cooperation.

OTHER COUNCIL INITIATIVES

The National Council on Vocational Education has undertaken a number of initiatives in fulfillment of its responsibilities under the Perkins Act. In this section, the Council reports on two of its ongoing programs.

NATIONAL AWARENESS CAMPAIGN ON VOCATIONAL-TECHNICAL EDUCATION

The Council believes strongly that myths and misconceptions about vocational-technical education are widely held by the American people, and that these myths and misconceptions seriously impede efforts to educate the quality workforce that the Nation needs. The skills shortage is growing, the link between education and employment has never been more clear, and yet the value of vocational-technical education is widely misconceived and underestimated.

To help correct this situation, and to help elevate vocational-technical education to its proper role in the public perception, the Council has launched a national effort to raise awareness and focus national attention on the values of vocational-technical attention. To those ends, the Council has enlisted the assistance of a coalition of major organizations in the field to support the National Awareness Campaign on Vocational-Technical Education.

The strategy of the National Awareness Campaign is to identify key employees within major corporations who are products of vocational-technical education. The Campaign will recognize these people at the national level, thus fostering broad recognition of them and their educational backgrounds. The Council believes that the best way to demonstrate the value of vocational-technical education is to highlight real-life role models of those who have succeeded because of it.

The members of the coalition are:

American Association of Community and Junior Colleges
American Vocational Association
Associated General Contractors of America
Brick Institute of America
Home Builders Institute
National Association of State Councils of Vocational Education
National Association of State Directors of Vocational Education
National Commission for Employment Policy
National Concrete Masonry Association
National Coordinating Council for Vocational Student Organizations
National Council on Vocational Education
Partners for American Vocational Education

National Council on Vocational Education Awards

As one way in which to raise national awareness about the importance of vocational-technical education, the Council annually recognizes outstanding accomplishments in the field. It presents one award in each of the following categories:

- Outstanding secondary student in vocational-technical education.
- Outstanding postsecondary student in vocational-technical education.
- Outstanding special-needs student in vocational-technical education.
- Outstanding business or labor involvement.

Secondary and postsecondary students must demonstrate a high level of competence in the program through classroom, work experience, laboratory training, related projects, and extracurricular activities. Special-needs students must demonstrate initiative, positive attitude, and self-reliance, and may represent economically disabled and academically disadvantaged individuals; adults in need of training or retraining; single parents or homemakers; individuals participating in programs designed to eliminate sex bias or stereotyping; and criminal offenders served by correctional institutions.

The winner of the award for outstanding business or labor involvement must demonstrate a commitment to vocational-technical education through work in public/private-sector partnerships.

UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF THE DEPUTY UNDER SECRETARY FOR PLANNING, BUDGET AND EVALUATION

APR - 3 1989

Honorable Augustus F. Hawkins
Chairman
Committee on Education and Labor
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

This is in response to your March 22 letter to Secretary Cavazos, in which you requested additional information on the accountability provisions that we will include in our vocational education reauthorization proposal.

The Administration's reauthorization proposal for the Carl D. Perkins Vocational Education Act will include provisions requiring States to establish and apply performance standards for vocational education. Under our proposal, States would be required to describe, in their State plans, the performance standards that they would use for determining program success based on students' achievement of basic academic skills, occupational competency, and success in the labor market, as well as other State-determined factors. The States would also be required to describe how they would apply these standards in making funding determinations. In subsequent plans, States would describe their success in applying these standards. The Secretary would be authorized to issue regulations on minimum acceptable performance standards.

This proposal would allow the States a great deal of flexibility in setting and applying performance standards, and they would retain the discretion to take into account factors such as regional differences in economic performance and poverty rates in determining how these performance standards should be applied. Because of this State discretion, there is no single "model" of how this system would work. However, we anticipate that States would work closely with local recipients that have trouble improving their vocational educational programs, so that those recipients can meet the performance standards. If, after efforts have been made to help these programs to improve, the performance standards still are not met, the States would stop funding unsuccessful programs, and would instead use Federal funds to support successful programs that better meet the needs of students.

We believe that these provisions would result in a significant improvement in the quality of Federally supported vocational education programs, with accompanying benefits to students. I look forward to further discussions with you on these issues.

Sincerely,

Charles E.M. Kolb
Deputy Under Secretary for
Planning, Budget and Evaluation

UNITED STATES DEPARTMENT OF EDUCATION
THE SECRETARY

MAY 2 1989

Honorable Augustus F. Hawkins
Chairman
Committee on Education and Labor
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

I am writing to express the Department of Education's views on H.R. 7, a bill "To amend the Carl D. Perkins Vocational Education Act to improve the provision of services under such Act and to extend the authorities contained in such Act through the fiscal year 1995, and for other purposes." My remarks address the draft of the bill as amended by the Committee on Education and Labor on April 25.

As you may recall from my testimony before the Subcommittee on Elementary, Secondary, and Vocational Education on March 21, I am a strong supporter of vocational education programs, and I consider the reauthorization of the Perkins Act one of the critical education issues facing the 101st Congress. The Department's legislative proposal, the "Vocational Education Excellence Act of 1989", that I sent to the Congress on April 10 reflects the themes I enunciated during my testimony: accountability for program quality and student achievement; program improvement; simplification and enhanced flexibility in program administration; coordination of vocational education and economic development; and concentration on serving those in greatest need. I applaud the Committee for its willingness to consider innovative approaches to reauthorization of the Carl D. Perkins Act and to explore new methods of developing more fully the academic and occupational skills of a wide variety of individuals. I am also pleased to see that H.R. 7 includes several of the themes and concepts that are a part of the Department's legislative proposal, and I urge you to give our proposal careful consideration as H.R. 7 moves toward passage by the House of Representatives. However, there are a number of administrative and programmatic aspects of H.R. 7 that cause me concern and prevent me from supporting the bill as it now stands.

To summarize its major features, H.R. 7 would reauthorize the Perkins Act through fiscal year 1995 with a total authorization of appropriations for fiscal year 1990 of $1.423 billion. The bill would allocate basic State grant funds to States primarily according to poverty criteria, while eliminating certain of the

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current set-asides for special populations under the basic State grant program. Further, the bill would eliminate matching and excess cost requirements under the basic State grant. The bill would retain the special programs in title III of current law (except for the adult training, retraining, and economic development program under current title III-C), as well as the national programs in title IV of current law, and would add several new categorical grant programs administered at the Federal level. These new programs include a "tech-prep" program to demonstrate education programs that are coordinated between high schools and community colleges and that culminate in a two-year associate degree or certificate, a facilities and equipment program to assist local educational agencies in economically depressed areas to upgrade their programs, and an educational personnel development program. The bill would also add several postsecondary vocational education programs for Indians while retaining the program and set-aside for Indians and native Hawaiians contained in current law. Finally, H.R. 7 would create a single State human investment council to coordinate certain programs conducted under the Adult Education Act, the Perkins Act, the Rehabilitation Act of 1973, the Job Training Partnership Act, and the Wagner-Peyser Act, and would establish a task force, consisting of the Secretaries of Education, Labor, and Health and Human Services, and appropriate staff, to examine issues related to vocational education and report annually to the Congress. I turn now to the merits of the bill.

Federal Administration

At the outset, I must express concerns with the amendment, adopted by the Committee, that would bar the Office of Management and Budget (OMB) from reviewing or approving, before transmission to the Congress, any reports required under the Perkins Act as well as any research or evaluation plans, methodology, surveys, or findings developed pursuant to the Perkins Act. Further, OMB's final determinations regarding vocational education regulations would be required to be made in writing, with an explanation, and included in the public rulemaking record. These are intrusions into the functions and prerogatives of the Executive Branch, and would jeopardize prudent administration of the vocational education program at the Federal level. If these provisions remain in H.R. 7, the Director of OMB and I would recommend that the President veto the bill.

I am also strongly opposed to the requirement that Federal regulations be developed though a negotiated rulemaking process. As you know, last year the Department invested a great deal of resources and effort in a demonstration of the negotiated rulemaking process in developing Chapter 1 regulations. In our view, that process did not accomplish its principal objectives. A recent, independent study concluded that negotiated rulemaking is not an effective strategy in large Federal education grant programs such as Chapter 1 -- or, by extention, the Perkins Act. Thus, while I continue my commitment to ensuring ample opportunities for public participation in the rulemaking process and am not opposed to a requirement for regional meetings, I am convinced that the benefits of negotiated rulemaking are outweighed by the costs -- both in resources and delay in the publication of final regulations -- associated with it.

In addition, I question the need for the statutory requirement for an interagency task force to examine issues related to vocational education and to report annually to the Congress, since I currently collaborate with the Secretaries of Labor and Health and Human Services on these issues and will continue to apprise the Congress periodically of developments in the administration of vocational education programs. Further, I am opposed to requiring a National Assessment of Applied Technology Education that operates within the Executive Branch but outside the review and scrutiny of officials of the agency responsible for its staffing and funding.

I wish to also express concern about the "uniform eligibility" provision in H.R. 7. The bill would amend the Job Training Partnership Act (JTPA) to make eligible for JTPA an individual who is determined to be disadvantaged for purposes of the Carl D. Perkins Applied Technology Education Act. Under the Perkins Act, the definition of disadvantaged is broader than the definition of economically disadvantaged under JTPA. I am informed by the Department of Labor that JTPA has been criticized for not sufficiently serving those among the economically disadvantaged population who face the most severe barriers to employment. While we generally favor definitional consistency among programs, we believe this provision would, in effect, broaden JTPA eligibility requirements, and would move in a direction contrary to that of the Chairman's proposed amendments to JTPA (H.R. 2039).

Finally, the authorization level in the bill is too high. Although final dec~~isions~~ concerning appropriations will be determined through negotiations between the Administration and the Congress, the authorization level proposed in H.R. 7 is much higher than that in the Department's proposal.

Nonetheless, the bill would improve current law in certain respects relating to Federal administration. For example, I commend the Committee for expanding the Secretary's authority to review and approve State plans. Under an amendment adopted during Committee markup, the Secretary would no longer be obligated, as in current law, to approve State plans as soon as they meet the minimal requirements of law. Rather, approval would require a Secretarial determination that the State plan is of sufficient quality to meet the objectives of the Perkins Act. This amendment would enhance the effective exercise of both stewardship and leadership responsibilities at the Federal level.

Basic State Grant Program

The bill has taken two important and useful steps in eliminating certain set-aside requirements and requiring the development and implementation of a system of performance standards. While I agree that a very important objective of the basic State grant must be to address the vocational education needs of special populations, I recommend that the remaining set-asides (including the "hold-harmless" provision for guidance and counseling programs, which functions as a set-aside) be eliminated. As under the Department's proposed bill, each State should be free to meet those particular needs in a manner consistent with the results of its analysis, reported in its State plan, and not be constrained by expenditure requirements that may not be suited to local needs. In addition, these set-asides constrain the amount of funds States would have available for such important Statewide improvement activities as curriculum development and teacher training.

I am concerned that the requirements for performance standards lack operational significance. As passed by the Committee, H.R. 7 does not tie the development and implementation of performance standards or improvement plans to the operation of the State's basic grant program. States should be required to take these standards into account in making funding decisions and providing technical assistance. The bill's requirement for "State Improvement Plans" mandates only a review of vocational education programs, and does not require the preparation of a plan for their improvement. I urge you to adopt the approach to performance standards contained in the Department's bill.

I am also concerned that H.R. 7 goes too far both in reducing the authority (and responsibility) of States to manage their own programs and in burdening them with new administrative requirements. First, I oppose the requirement that States assure that they will fund projects only in schools that satisfy rigid but vague (and probably impossible to document) comparability and maintenance of services requirements on a school-by-school basis. These requirements would necessitate compilation and analysis of expenditures on a school-by-school basis, and appear to exceed the financial accounting systems of most schools. In addition, they would make less clear the application of the long-established supplanting prohibition and increase the likelihood of audit claims. Similarly, I question the need for the requirement that States form and convene "Committees of Practitioners" to review State regulations and also oppose burdensome "participatory planning" requirements that would allow not only parents, teachers, and students, but the general public to "directly participate" in every significant program decision at the State or local level, and to appeal such decisions to an "impartial" individual. Finally, I also oppose the detailed and complex local application requirements in the bill. The Department's proposal contains a less burdensome, more effective alternative approach to local application contents.

I have several concerns regarding the intra-State formulas in H.R. 7. It is not clear what effect these formulas would have and whether they would serve the interests of those in need of services under the Perkins Act. For example, at the secondary level, the allocation criterion based on Chapter 1 allotments may not ensure that funds flow to appropriate recipients. Further, allocation of 70 percent of the basic State grant funds reserved for postsecondary programs on the basis of the number of Pell Grant recipients would result in the allocation of a significant portion of funds to proprietary schools that are already heavily supported under the Pell Grant program, and a count of the number of individuals who have "received assistance" under the Rehabilitation Act might not serve as an adequate proxy for the number of handicapped students in postsecondary institutions. In addition, one of the legitimate criticisms of the current Carl D. Perkins Act is that it produces too many small grants at the local level that cannot support effective programs. These intra-State allocation formulas may exacerbate this problem, and forcing small recipients into consortia is not a realistic solution. States should have the authority to ensure that all the local projects they fund under the State basic grant are of sufficient size, scope, and quality to contribute meaningfully to the purposes of the Act.

I am concerned that H.R. 7 does not clearly identify what program activities are authorized at the State or local level. While the bill's silence in this regard does provide flexibility to State and local decision-makers, the lack of guidance poses a danger that funds will be used for business-as-usual programs, or even for programs that have little connection to vocational education. Basic grant funds should be used for programs appropriate to the needs of special populations and for program improvement, and I would call your attention to the Department's proposed bill in this regard.

Finally, in regard to issues relating to State-level coordination between federally funded programs, I am concerned that the responsibilities ~~of the~~ State human investment council do not extend to the Job Opportunities and Basic Skills (JOBS) training program in the Family Support Act. Similarly, the State plan requirements for describing methods proposed for joint planning and coordination should extend to the JOBS program as they do in the Department's proposal.

Special Programs

I support the elimination from title III of the Carl D. Perkins Act of the Adult Training, Retraining, and Employment Development program. The basic State grant provides ample authority for programs for adult training and retraining. Unfortunately, H.R. 7 does not extend this reasoning to other authorities in title III, including Vocational Education Support programs by

Community-Based Organizations, Consumer and Homemaking Education programs, Career Guidance and Counseling programs, and Industry-Education Partnership for Training in High-Technology Occupations programs. At the same time, the bill creates two new substantial categorical programs for "Tech-Prep" (title III-E) and Improvement of Facilities and Equipment (title III-F) which duplicate authority in the basic State grant program, and therefore should be eliminated. If the Congress believes that the new "Tech-Prep" and Improvement of Facilities and Equipment programs are essential, the States, with their greater knowledge of local needs and administrative resources, and not the Secretary, should administer them.

National Programs

The large number of prescriptive national program authorities, should be replaced (as it would under the Department's proposal) by broad and flexible research, demonstration, and data-gathering authority at the Federal level. The Secretary should be authorized to support more than one National Center for Research in Applied Technology Education and should have the authority to contract (rather than only to award a grant as in current law and H.R. 7) with any qualified public or private entity.

I am also concerned about the provisions related to data systems. The data system authorized should encompass the collection of data on the condition of vocational education, but it should not include program evaluations. Evaluations of programs under the Act should be separately authorized. I would also point out that the data collection program envisioned is quite ambitious, would have major budget implications, and would continue to include mandated activities that the Department has found are impossible to implement. Finally, Federal funds would be more effectively spent on the bilingual vocational training program if that program were to focus on capacity-building, as has been successful in the Bilingual Education Act, and the current arbitrary set-asides were eliminated, allowing the Department to fund the most needed and highest-quality projects.

I question the need for the new grant program to provide Federal assistance for organizing and operating "business-labor-education technical committees" for developing national industry competency standards. These activities can be successfully accomplished through voluntary efforts of the private sector. I also question the need for the creation of a "Blue Ribbon" program requiring the Secretary to recognize secondary and postsecondary schools or programs that have established standards of excellence in vocational education. This recognition program duplicates current authority.

Finally, I fully support the Committee's amendment to H.R. 7 to terminate the National Council on Vocational Education.

In conclusion, while I commend the Committee for its comprehensive efforts to reauthorize and revitalize the Perkins Act, I have serious concerns regarding several aspects of H.R. 7 and regret that I am unable to support the bill as currently drafted. If I can answer any questions or be of assistance in this matter, please do not hesitate to call on me.

The Office of Management and Budget advises that there is no objection to submission of this report to the Congress and that enactment of H.R. 7 including the amendment related to OMB described above would not be in accord with the program of the President.

Sincerely,

Lauro F. Cavazos

Lauro F. Cavazos

HEARING ON H.R. 7, A BILL TO EXTEND THE CARL D. PERKINS VOCATIONAL EDUCATION ACT—Volume 2

HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

HEARING HELD IN YORK, PA, ON MARCH 13, 1989

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HEARING ON H.R. 7, A BILL TO EXTEND THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

MONDAY, MARCH 13, 1989

House of Representatives,
Subcommittee on Elementary, Secondary, and
Vocational Education,
Committee on Education and Labor,
York, PA.

The subcommittee met, pursuant to notice, at 9:30 a.m., in the York County Technical School, York, Pennsylvania, Hon. Augustus F. Hawkins, [Chairman] presiding.

Members present. Representatives Hawkins, Martinez, Goodling, Grandy, and Gunderson.

Staff present. John F. Jennings, majority staff; Andy Hartman, minority staff director and Jo-Marie St. Martin, education counsel.

Mr. Goodling. Let us get started at this time so we do not fall behind schedule.

First of all, I am very pleased to welcome my colleagues here. The Chairman said I was to run the show. I am not quite sure. He never gives me that opportunity in Washington.

Chairman Hawkins is here, all the way in from California, and we are extremely pleased that he has come. Congressman Martinez is also from California, and they have come a long way.

On my right is Congressman Grandy, Iowa. The "milkman", Congressman Gunderson from Wisconsin. I always tell him if there is any way to get an extra recess in so we can get rid of more milk, I will guarantee you that he will suggest that we do that. So, I am very pleased that all of them have come this morning.

This is a very important reauthorization of the vocational education bill. I think perhaps the most important reauthorization because when we look ahead as to what we are faced with in this country, if we are going to be competitive vocational education is going to have to play a leading role, and probably will have to make some changes in order to do that.

So, Mr. Chairman, you always give me an opportunity in Washington to say something after you have spoken. Shall we turn it around this time?

Chairman Hawkins. Thank you, Mr. Goodling. I certainly appreciate the opportunity, being in a minority in this instance. We certainly are delighted to be in York, and in the State of Pennsylvania.

May I indicate that I have no prepared statement. I see that you have prepared a list of outstanding witnesses. I would like to commend you on your usual acumen and excellent choices.

We look forward to hearing from the witnesses.

I should indicate that H.R. 7, the bill to extend the Vocational Education Act is co-sponsored by you and me and we hope that between the two of us, we can certainly move ahead in this very important field. Certainly, with this type of commitment, we look forward to a very successful conclusion of the bill during this session of Congress as soon as possible.

It is one of the few bills that I think we have some assurance that it will not only be passed by the Congress, but also signed by the President. Your name on the bill Mr. Goodling will certainly help in that direction.

Thank you.

Mr. GOODLING. Then the Chairman always says in Washington, "Is there anyone else with an opening statement?"

Then we will start. Our first witness is our own Secretary of Education from Pennsylvania, Secretary Gilhool, and he has with him Jackie Cullen who is the vocational education director for the State of Pennsylvania. So, I do not know whether they are both going to speak at the same time, or I am sure they will both respond to any questions you might have.

Secretary Gilhool, thank you for coming.

STATEMENT OF THOMAS GILHOOL, SECRETARY OF EDUCATION, PENNSYLVANIA DEPARTMENT OF EDUCATION; ACCOMPANIED BY: JACKIE CULLEN, PENNSYLVANIA STATE DIRECTOR OF VOCATIONAL EDUCATION.

Mr. GILHOOL. Thank you, Congressman Goodling.

Mr. Chairman, Congressmen, and distinguished members of the committee.

While there are others here, in particular your ranking member with still greater standing than I, I wish to welcome you to Pennsylvania.

Let me do that. You convened this morning in the county and near the city where Thadeus Stevens both taught and learned law. Read it those days. Thadeus Stevens of the 13th, 14th, and 15th Amendments. Thadeus Stevens who was Chair of your body's Ways and Means Committee; had such an important hand in the passage of the Second Grade Educational Enactment in the history of these United States, namely the Morrill Land Grant Universities Act of 1862.

Thadeus Stevens who set in many ways in schooling, and most particularly with respect to the quality of opportunity of all of our children, and ultimately all of our people, and the intimate relationship it must have with schooling.

It is especially appropriate, I think, that a gentleman who sets for this age so much of the important inspiration in education should have his roots in Thadeus Steven's own community, and a pleasure for all Pennsylvanians that you should choose to come here today to explore the future of this, what I would call, Third Grade Educational Enactment in our history.

The Northwest Ordinance was first, and the Morrill Act second. It has been a series of vocational acts beginning in 1917 that constitutes the third, and of course, the Grade Elementary and Secondary Education Act of 1965, and all that has followed from it.

I cannot, since this is the first public occasion since you completed your great work in the reauthorization of Chapter 1, pass this opportunity to extend to you my thanks and salute, and the appreciation of the children and the families, and the teaching professions of Pennsylvania for your very important and creative attention to all that is involved in Chapter 1.

Most importantly to the creation of Even Start to the development of school-wide projects which will allow Pennsylvania to move from barely a score to better than a hundred-and-a-half school-wide.

Undertaking your attention in that Act, as I trust and hope in this Act, to the more advanced skills, which our situation in time and in the world requires that we achieve in the schools with all children. Your attention in that Act, and in this Act to program improvements so that we may effectively engage every child unto the top of the curriculum in every school, and your attention in that Act to reach the family.

There is, I think, no blinking. The understanding that, in Pennsylvania and across this broad nation, vocational education is and for some years gone by has been in a period of significant crisis.

In good part that crisis, the necessities and the possibilities for all of education, is defined by the demographics of our time. With this years rising twelfth graders, the smallest number of children to be in the schools of Pennsylvania and of the nation, at any time in this 20th century, are now in those schools.

The smallest of the generations, the inevitable competition among schools people for the minds and hearts of these young people, has contributed to what is, I think, the defining elements of the current crisis in vocational education, at least one of two or three defining elements.

In Pennsylvania barely 62 percent of the capacity in plain old physical space terms and faculty resource terms barely 62 percent of the capacity of the AVTS's is now at work.

The challenge, the necessity, and the opportunity that is ours is to change that, and to put the resources, and most particularly the strengths of the AVTS's, and of all of vocational education more effectively to work in order to engage every child in learning to the top of the curriculum.

Mr. Chairman, Congressman Goodling, it is a matter of considerable pride, after two short years, for the administration of Robert Patrick Casey, the Governor of Pennsylvania, and all of us who serve him, and thereby the people of Pennsylvania, that in these two years across departmental lines, education, commerce, labor and industry, public welfare, and beyond, those of use occupying secretarial chairs and our colleagues in the several departments have made it a particular point to think, work, and act together.

My testimony this morning, and in particular my six recommendations for your consideration in the reauthorization of this Vocational Education Act, are the product of deliberations by all of us over these last several months.

At page 2, of my testimony, for whatever use it may be to you, I list a few of the undertakings of these years. No one of which would have occurred, let alone with the success that has attended it, had it been the undertaking simply of one department, of one set of professionals concerned and interested in children, and in economic development.

Each of those undertakings has drawn from across departments, from across agencies and instrumentalities, state and local.

Perhaps most singularly I want to ask your attention to the summer training and education program. An approach to avoiding loss of summer learning. An approach, really, to the renewal of education itself. Term time, pioneered by public/private ventures in Philadelphia. The subject of model undertakings by the United States Department of Labor.

We had the pleasure in Pennsylvania this past summer to run three of the eleven national model programs. In Chester, Upland, Reading, and in six counties in central Pennsylvania.

This STEP program, as you know, draws together work and jobs in the summertime, two summers, learning in academics during that summer a formal and effective attention to life skills integrated into the program. All to the purpose of taking rising high school youngsters to the stretch end of their capabilities, and thereby transforming their high school, and later, careers.

A great success had attended this program. Such success that learning in mathematics and reading where the three hundred children participating reached new heights.

Such success that universities in Pennsylvania, foundations and corporations were drawn together to guarantee at two of the sites, for two hundred of the children, full access and the full financial support necessary for higher education for everyone of those two hundred children when they reach the turning point at high school graduation.

This is, I think, a single example of cooperation among the instruments and agencies. It is, as well, a demonstration of the relationship between Perkins and JTPA, and so many other statutes that define the possibilities for the states.

Indeed, I hope in the course of your consideration of the reauthorization of vocational education, and later when you turn to JTPA itself, that you may help all of us put nearly the half billion dollars available for summer jobs, and spent each summer in these United States, to work and to focus that half billion dollars on effective undertakings, effective undertakings demonstrated by the STEP Program.

For my colleagues in Governor Casey's administration we have, beginning at page 3 of the testimony, essentially six recommendations, and let me briefly sketch them. Then, with your permission reflect a little bit on the fundamentals strengths of vocational education which we must, in the period given to us immediately ahead, make the transcendence strengths of vocational education.

As to our recommendations it is our suggestion to the Committee and to the Congress that the definition of vocational education should be broadened to encompass not only competency based applied learning, which focuses on the development of specific and general, and clustered occupational skills, but also to encompass competency based applied learning which advances and serves the learning and command of higher order skills, including academic skills in the sciences. Mathematics, communication, social sciences, as well as the underlying reasoning and problem solving knowledge and skills that are so central to where we shall be a decade or two from now.

In this regard our recommendations coincide with those of the Counsel of Chief State School Officers.

Secondly, we strongly commend to you strengthening those dimensions of the Act which serve the integration of vocational and academic teaching and learning.

It is, and I shall return to this, our experience in Pennsylvania that among the great range of rich and diverse pedagogies that have come in focus in the twenty-five years since the Elementary and Secondary Education Act of the Congress, caused teaching professionals in schools and in states across this nation to focus on discovering what works in teaching and learning.

It is our observations that there is no more powerful, nor adaptable set of pedagogies than those approaches to teaching and learning which are recognizable as vocational pedagogies.

It was Marie Montessori long ago who said, "In teaching, always start from the concrete and move to the abstract". The central strength of vocational education is precisely the rich reliance on hands-on education, and the move from concrete to abstract.

When we speak and commend to you the integration of vocational and academic teaching and learning, please be plain. What we have in mind is not so much the academicians. Those practiced in the teaching of mathematics and science, literature and the rest lending their strength to vocational educators. It is rather exactly the opposite. Vocational educators lending their strengths to academic educators.

Third, we would encourage you to make available in every imaginative fashion that you can incentives to states, to the schools for cross-agency collaboration.

Fourth, we would encourage you to encourage and to focus still further the attention of schools people upon professional development. Most particularly upon the professional development of the great run of teaching professionals which can draw upon the knowledge, the experience, and the effectiveness of vocational educators.

Fifth, we would encourage you to require the states to develop and to adopt accountability measures for vocational/technical education, and indeed, for all of education.

In Pennsylvania we are in the second year of the vocational skills competency instruments voluntarily used by the schools. In the second year fully half of the vocational programs have undertaken to use those vocational skills certificates.

We would urge you, however, not simply to require accountability in terms of specific occupational learning, or even in terms of specific vocational and job placement outlets.

We would encourage you to integrate with these accountability measures those measures of school accomplished measures, which go to the full run of academic achievement of knowledge and skill, and of outcomes from dropout, to going on to higher education.

Sixth, we would recommend to you that you maintain the emphasis upon opportunities for special populations. Your undertaking to do so in prior acts has been most important in reformulating, and emphasizing the focus of the schools upon these six special populations.

We do not think that you should abandon that undertaking. We would encourage you, if anything, to make plainer that in the 47 percent for us of the spending, and the effort under the Act, which is called program improvement, that those program improvement undertakings, that has been the fact in Pennsylvania, be directed most particularly to the programs for these special populations.

If that involves, in the 53 percent of the Act concerned with the special populations, some special setasides for program improvement in those targeted programs, that would be fine. It could involve some additional funding for program improvement on the 47 percent side, and a dictum, an injunction that they should be devoted, among other things, to program improvement in the educational undertakings for those six special populations. That, too, would be welcome.

If I may take just two or three moments to reflect, to think out loud with you upon what underlies these six undertakings it would be as follows. There is a crisis in vocational education. It is important that we not let that crisis blind us to the great strengths in vocational education.

In Pennsylvania, in seventeen years of measuring what is happening with children and their schools in the educational quality assessment, we have discovered what nearly every national study shows. It shows, whether full time or part time vocational student, it shows coincidence with the time spent in vocational education, a greater attachment to schooling on the part of those children than is to be found more generally in secondary education.

Our experience is the national experience. That the rate of dropout varies favorably with the amount of time spent in vocational education.

When we try to puzzle through why these results should be, and should be so consistently, our hypothesis are that there are two very special strengths in vocational education. Both have to do with the teaching and learning styles that characterize vocational education.

The first has to do with who the faculty are. Significant numbers come directly from the trades and crafts, and professions. In significant numbers, bringing to the schools a style which, not to be poetic but to be straight forward, a style which is freer in relationship, human being to human being. A style that partakes of greater affection, even of love, sometimes tough love expressed by vocational educators for their children, and inevitably reciprocated.

You cannot walk into a vocational school in Pennsylvania, this great school among them, without noticing that the distance between faculty and children is much smaller than is to be found in too many other schools.

Second, again a strength partaking of the essence of teaching and learning. It is the strength that I referred to earlier. It is built in to the pedagogies of the vocational schools. Automotive mechanics can be used to teach a specific vocational skill, and to prepare a child for a job around the corner in one automotive place or another. But, automotive brake mechanics can be used as well, to teach children the fundamental principles of the physics of hydraulics, and the physics of heat transfer.

In this day, when increasingly of the top of the curriculum in the sciences and mathematics, reading and writing, speaking and listening, in the social sciences, and in all of those understandings that contribute to citizenship, in this day when we understand ever more clearly that we must take every child as close to the top of the curriculum as we can, for our society, our work places require those higher order skills, it is important to see the power and the strength of the vocational pedagogies in doing so.

I have placed before you four of the documents from the several national consortia in the use of vocational modalities to teach physics, chemistry, biology, mathematics, and communication. They are familiar to you.

But, as one looks at the schools in Pennsylvania, vocational and comprehensive which are engaging these applied pedagogies, one sees their power. It is as if, if there were a hundred-and-eight yards in any description of the diverse learning styles of all children, these pedagogies cover a full hundred-and-sixty of those hundred-and-eight yards.

In this day, with so few children in the schools, in this day where our primary obligation in the schools is not to waste the gifts, talents, or lives of any one of them, for we will depend in moments from now, all of us, upon the gifts and talents, and success of every one of them.

It is as if the vocational pedagogies are, and can be one of the central and most effective means for us to engage every child in learning to the top of the curriculum.

I ask you in ways that I leave significantly to your own imagination and experience. To construct in the reauthorization of this Act that directive and that encouragement which will bring all of the schools to close the distance between vocational education, and the rest of education.

Long ago, beginning in 1917, some signals were set that created in these United States virtually dual systems of education. Given the strength of vocational education, and given the necessities of all of the schools effectively to reach every child, it is time for us systematically to bring these two parts of education together so that as one system of education we may do our best and succeed with every child.

Thank you Congressman Goodling, Mr. Chairman, distinguished members of the Committee.

Jackie Cullen, Pennsylvania State Director of Vocational Education, and I will do our best to respond to whatever questions you may wish to raise.

[The prepared statement of Thomas Gilhool follows:]

STATEMENT OF THOMAS K. GILHOOL
SECRETARY OF EDUCATION
BEFORE THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION
COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES
MARCH 13, 1989

Mr. Chairman, distinguished Members of the Subcommittee on Elementary, Secondary and Vocational Education, it is a pleasure and a privilege to appear before you today to share my views and those of my colleagues in the Administration of Governor Robert Patrick Casey on the reauthorization of the Carl D. Perkins Vocational Education Act. And it is especially a pleasure to be in the company of our neighbor and friend, himself a great teacher, the ranking member of this subcommittee, the Honorable William F. Goodling. Congressman Goodling, through his years of dedicated service to the citizens of his district and the nation, has immeasurably improved the possibilities for countless millions of school children. He has brought credit to all Pennsylvanians; we are proud to have him represent us.

Mr. Chairman, I will not mince words. The hour is late for vocational education. There is no blinking the crisis that attends it. Beset at once by declining student enrollment, in some quarters increasing public criticism and at the same time possessed of great strengths that can teach much to all of education, the vocational enterprise is in sore need of support and inspiration, at the local level, from those of us in state government, and from the Congress and the Executive. This morning I will share briefly with you my thoughts on how the Perkins Act might take some important steps to achieve this support and inspiration.

Before making specific suggestions for amendment, let me share with you, Mr. Chairman and members of the subcomittee, a general strategy that we in this Commonwealth have hit upon that will, I hope, be of help to the work of the subcommittee. It is not revolutionary; it is quite simple. My colleagues and I, the Secretaries of Labor and Industry, Public Welfare, Commerce, Health, Community Affairs, Aging and the rest, talk to each other, work with each other and, more importantly, direct our staffs to work together, in ways that transcend and overcome artificial bureaucratic boundaries that so often stifle the best-intentioned programs and doom hoped-for outcomes. Instead at the direction of Governor Casey, we cabinet officers live and think and work together as a team dedicated to achieving the Governors' overriding purpose; insisting and ensuring that no one be left out and no one left behind.

One year ago, the Governor formed the Job Training Management Committee, comprised of the Secretaries of Education, Labor and Industry, Public Welfare and Commerce, and the Lt. Governor. We have worked diligently during the last year to identify problems and opportunities ripe for collaboration and coordinated action. There have been many notable successes, including:

° The Summer Training and Education Program (STEP), which has shown extraordinary early success in helping disadvantaged 14 and 15 year old students to overcome summer learning loss and to stay in school -- 300 children last summer; 1300 children next summer. This program of two summers, during the school year between, joins work, summertime academics, and life skills. Beginning this summer, it will include also community service. One of Pennsylvania's three sites last summer, in the city of Chester, saw the greatest gains of its students among the 11 national models. Two of the sites concluded with guarantees of financing for higher education for everyone of the children who complete high school, by the West Chester University, Reading Area Community College, the Scott Paper Company and the PEW Charitable Trusts; and

° the Joint Jobs, a strategy providing in a single location the full array of education, training, counseling and job placement services to welfare recipients with significant barriers to employment; and

° the establishment of Job Centers, merged from the Job Service, Office of Vocational Rehabilitation and JTPA systems, to provide a single point of contact for job seekers.

° We are also establishing as part of the Job Center a cadre of Job Teams, comprised of representatives from the Office of Employment Services, JTPA and the schools, to provide a range of counseling, mentoring, and job placement and development services for in-school youth who need assistance.

* Pennsylvania implemented in school year 1988-89, a national school-to-work transition model known as the "Jobs for America's Graduates" (JAG). The Commonwealth's version of Jobs for America's Graduates, Jobs for Pennsylvania's Graduates is operating at nine sites in five counties.

There are many other important examples of joint strategies which have yielded positive action in areas such as youth and community service, teen parenting, health care for young children of disadvantaged mothers, dropout prevention, and transition from school to work for disabled and disadvantaged youth.

This same spirit of shared concern and action typified the Job Training Management Committee's deliberations regarding the Perkins Act reauthorization. After some months of thought, the Committee offers six specific recommendations for change. I will address each briefly at this time. Our collective recommendations to this Subcommittee are these:

1) Broaden the definition of vocational education to encompass competency-based, applied learning which focuses not only on the development of occupational skills, but also, and in my opinion, importantly, on higher order skills, including academic, reasoning and problem-solving skills. Also, we believe that work readiness and general employability skills should be stressed, and should be supportable with Perkins funds. In our view, this change in definition, which is captured well in the recommended language of the Chief State School Officers, is essential if we are to ensure that all students possess the basic and higher order skills necessary to function successfully in an increasingly complex economy.

2) Strongly encourage the integration of vocational and academic curricula to ensure that vocational students possess basic and higher order skills, and also to provide opportunities for non-vocational students to learn through the powerful pedagogies of hands-on vocational instruction. I will elaborate on this theme later in my remarks. Let it suffice at this point to

state that we believe it essential in the reauthorization to provide for, if not to require, that the academic basic and higher order skills be part and parcel of vocational education, and that the vocational modalities be employed to convey them in vocational education and in all of education. The National Governors' Association, in its recently adopted policy statement on Perkins reauthorization, supports this essential concept.

3) Establish an incentive bonus for states which demonstrate cross-agency collaboration to achieve the purposes of the Perkins Act. Federal education and training law is replete with charges to coordinate programs. The Job Training Partnership Act, the Perkins Act, and the newly-enacted Family Support Act urge coordinated planning and programming. We in Pennsylvania, having fulfilled many of the injunctions stated in these Acts, can truly appreciate the wisdom of the Congress in insisting on such interagency collaboration. We also recognize the difficulties in achieving true and purposeful cross-agency coordination. We believe that the Congress, if it would have states engage seriously in such activities, should establish an incentive bonus to spur them. The Chiefs speak well to this point in their recommendations. We strongly agree, and urge the Subcommittee's careful consideration of the incentive bonus for state level collaboration.

4) Encourage professional development activities which provide joint training opportunities for academic and vocational instructors. Clearly, if we expect a fuller integration of academic and vocational skills, teachers must work together, learn from one another, and appreciate their separate and collective strengths. Too often such a point is misunderstood to mean "academic" teachers teaching "vocational" teachers how effectively to engage children in learning; in fact the reverse is, in my view, the pressing need. The Perkins Act can provide strong encouragement for this type, and this directionality, of

needed professional development. Once again, the Chiefs speak effectively to this point, and we hope for the Subcommittee's favorable consideration of this new thrust in the reauthorization.

5) Require states to develop and adopt appropriate accountability measures for vocational-technical education. Clearly, we must satisfy the public, and ourselves, that vocational dollars are well spent. Therefore, we propose that the Congress require states to establish accountability measures as a part of the State Plan. Let me briefly state my own view that these accountability measures for secondary vocational education should not be based solely, or perhaps even primarily, on job placement outcomes. Job outcomes, also productivity outcomes, are or should be a measure of all of education, of "vocational" or non-vocational, basic and higher. In my view, the primary role and strength of secondary vocational education is education to the top of the curriculum, not only job preparation, and certainly not job preparation in any mean or narrow sense. Therefore, I urge the subcommittee to resist any approach to accountability for secondary vocational education which does not hold vocational education to effectively evoke in its students the high level, sophisticated skills necessary now for a life of work and of citizenship.

6) Continue the emphasis on opportunities for special populations. In general, we believe that the current division of resources between Titles II-A and II-B is appropriate. We hope, however, that the subcommittee will consider the several recommendations, notably that of the Chiefs, which suggest emphasis on program improvement in services for special populations.

In general, however, we urge the subcommittee to maintain the current structure of Title II-A, neither shrinking nor expanding the current opportunity/improvement mix.

In short, these are my views and those of my colleagues on the reauthorization. Before closing, however, I want to share with the subcommittee in a truncated fashion my views on the strengths of vocational education which should be undergirded and nurtured in this reauthorization process.

Vocational Education has transcendent strengths. Perhaps the most fundamental of these is the high esteem in which vocational students hold school and learning. For a number of years reports and data have suggested that students in vocational schools are more interested than their non-vocational peers in schooling and are less likely to drop out. In fact, recent department studies reveal that, in the 1986-87 school year, the annual dropout rate for vocational/business students was 1.95%, while for general academic students it was 2.87%. It is important to ask ourselves "why?." What is it about this set of things we call vocational education that yields these happy results?

I believe there are at least two explanations. They both have to do with pedagogy. The first has to do with who vocational educators are, and the second has to do with how vocational educators teach.

The first explanation springs from, in my own observation, the fact that vocational educators come as a whole in greater numbers from the world of work itself. As such, they are less subject to the intellectualization of teaching and learning than are their colleagues trained through teacher preparation institutions. Perhaps because of this, as a general matter it is my observation that the expression of love (tough love), sometimes and affection is especially present in vocational schools. I think this has to do with how people have come to those schools. I think coming directly from the world of work has meant that teachers in vocational schools are much freer about expressing to children personal regard, right through to love. And the children respond in turn. This is my first hunch about why it is that these measured strengths of vocational schools are as they are.

The second thing that I think accounts for and contributes to the strengths of vocational education is the nature of the pedagogy. Maria Montessori said and wrote with great frequency; "always in teaching start from the concrete and move to the abstract." This is, of course, precisely the fundamental reality of vocational pedagogies.

Among children there is an extraordinary array and diversity in learning styles. Whether or not we succeed with a child depends in significant part on whether our teaching style matches, challenges, engages the learning style of each child. I believe that, if the learning styles of children are that diverse, then the pedagogical dimension, starting with the concrete and moving to the abstract, which is the fundamental form of vocational instructional methods, effectively reaches the greatest range of learning styles with all children. In short, I believe that there is more payoff, pound for pound, in the education of children through vocational forms of instruction than through any other pedagogy.

Now, our circumstance in the waning years of the 20th Century is one in which the old basics no longer suffice. No longer is basic skill in math, reading, science or history sufficient. Now, the basic and necessary skills are higher order skills; they are problem solving skills; they are critical thinking skills. Therefore, because we must effectively engage every child in learning, we must engage each student to the top of the curriculum; to those problem solving, critical thinking, analytic, synthetic skills, in the head and at the tips of the fingers. Furthermore, in these United States all of us now working will in the course of our work career have changed jobs at least seven times. Some of those changes -- as many parts of Pennsylvania have learned more painfully and fundamentally than other parts of these United States -- are very radical changes, of field, of skill, of work, of career, of subject matter. That's now a norm. As a result, the fundamental fact is that the skills children must learn become ever more sophisticated and become ever more multiple.

Now. Where does that put us. Let me tell you where those several things put me. Given the world in which we are, and the circumstances which we face, I wonder whether it is not time for us to declare all vocational high schools comprehensive high schools, and to declare all comprehensive high schools vocational high schools.

Let me draw from John Goodlad's book, A Place Called School: (1984, p.p. 147-148) "...vocational education, including guided work experience, is an essential, not merely an elective, part of general education... This means that vocational education is for all students, not just an alternative to academic studies for the less academically oriented."

"I want," he writes, "the college bound students to include vocational studies too, just as I want to be sure that students not going to college secure a balanced program in academic subjects... The issue is... what kind of education contributes most to economic competence and satisfaction in work and life."

One can reword that question in terms of the strengths of the pedagogies that I spoke of earlier. If it is true that vocational pedagogies allow us to engage more children seriously in learning, and if we must engage all children seriously in learning to the top of the curriculum, then it follows that we must generalize, extend and expand those vocational pedagogies to all education and to all students.

There is strong evidence showing that the high reaches of physics, mathematics, chemistry, biology, even reading, writing, speaking and listening are most effectively taught to very many children, probably to most children, using the pedagogies of vocational education, going from the concrete to the abstract.

Given all of this, it is my own conclusion that we must take vocational education and its pedagogies and apply them more widely across the curriculum and among more and more youth and adults. In short, we must make the strengths of vocational education inform all of education.

That means we must end the separateness of vocational from other education, a separateness imposed from the early decades of this century, reinforced and encouraged by successive acts of Congress, and which is all too strongly ingrained. This distance and separation by vocational education and the rest of education is the most difficult and most fundamental problem we face in overcoming recurring crises and preserving and extending the strength of vocational education. I hope this Congress may find a way to reverse seven decades of contrary signals.

We must -- and in modest ways we have already begun to do so with current Perkins funds -- multiply across basic education and beyond the uses of vocational pedagogies and their very great strengths. Our efforts to extend and broaden the use of the Principles of Technology curriculum, and the corresponding approaches which stress practical application in mathematics, communications, and the sciences, are good examples. We ame eager to see the rapid deployment of those approaches. We are eager to see a great deal of team teaching of vocational educators with teachers of math and physics and English and the rest, so that we may see some transference across the profession of the vocational pedagogical skills that mean so much to so many. I hope and expect that the

Subcommittee in its wisdom will use the reauthorization of the Perkins Act to support this strength and others.

This concludes my remarks, Mr. Chairman. Thank you again for this opportunity to share these thoughts with you. I will be pleased to try to answer any questions you might have.

Mr. GOODLING. Thank you very much.

I would just make two comments before I ask my colleagues to proceed with the questioning.

I like the incentive bonus idea, and I believe you indicated Chief State School Officers have also promoted that?

Mr. GILHOOL. Yes.

Mr. GOODLING. Second, your sixth recommendation, at least I was happy to hear you say, "Nor expanding the current opportunity improvement mix", because we get carried away in Washington D.C. with setasides, and have a difficult time doing the kind of things I think should be done to change the legislation. As I tell many about the last time we reauthorized, by the end of the conference they were up to about a 125 percent in setasides, which made it a little difficult.

So at least I am happy to see that you are not asking to expand those, because I think there are some out there who are ready to offer some more setasides.

Mr. GILHOOL. Yes. The focus on disadvantaged young people and adults, the focus on handicapped young people and adults, and so on across the current setasides, I think is correct.

It does important and productive things, for us and for all schools people. I believe schools people in Pennsylvania and beyond now take that very seriously, and we understand how to make those programs go.

If anything it seems to me, in those territories as a cross, all of schooling, to emphasize still further the program improvement dimensions of effective teaching and learning among those populations as more generally is the central task.

I know that among the setasides being urged upon you is the setaside for postsecondary vocational education. In Pennsylvania we spend forty percent of the Perkins Act dollars on postsecondary programs. The numbers of students in secondary and postsecondary are the same in Pennsylvania; 160,000 in the most recent year on both sides.

While I think, apart from setaside, some further encouragement from this Committee to postsecondary technical institutes would be welcome. I do not think that need take a setaside form.

Mr. GOODLING. Mr. Chairman?

Chairman HAWKINS. I am sure that if time permitted I could ask many questions. However, let me try to combine one or two of them together.

First of all, may I commend you on a very excellent, and very comprehensive statement.

Mr. GILHOOL. Thank you, Mr. Chairman.

Chairman HAWKINS. You indicated as one of the recommendations, the integration of vocational and academic curricula. In that regard, I am wondering how we could legislate this integration at the Federal level. There is always the reluctance to direct any attention on curriculum because it is a state and local matter. But how could we encourage such collaboration and integration?

In that connection, looking at the point that you made on page 6 of the current strengths in vocational education as being primarily ones in which vocational educators are drawn from the world of work rather than from academic institutions and the great love as you expressed in that connection, how do we retain that strength and at the same time provide for the integration and collaboration that you recommend?

If you could provide an answer, it would be of help to us.

Mr. GILHOOL. I was encouraged, Mr. Chairman, to see in the testimony you received last week, March 7th I believe, from the state directors of vocational education, and indeed in the testimony from and about the assessment of vocational education, to see this emphasis upon the integration of vocational and academic teaching and learning.

How do you do it? In some ways one might borrow from what you did in Chapter 1, where you were in the face of a similar, another set of dual systems. Another place in education where funding streams have driven a fragmentation of teaching and of the organization of the schools.

In Chapter 1, you expressed it in terms of requirements of coordination between and among Chapter 1 regular education, special education, and the lot. I think, at the least, those kind of injunctions are appropriate.

In this instance it is fair to say that the long seven decade history of statutes in vocational education have, themselves, been significantly responsible for the distance, for the development of dual tracks in schooling.

In that circumstance it seems to me, and I would recommend to you, some special effort to overcome the weight of those historically enactments. For example, we have in Pennsylvania eighty-four AVTS's. In Pennsylvania, however, thirty-two percent of the children receive their vocational education in the AVTS's. Some sixty-six percent of the children who experience vocational education do so in the comprehensive high schools.

Not too many acts back, the 1976 Act, the 1967 Act, you put into the stream dollars that were earmarked for the building and construction of these separate schools. It seems to me it would not be unsure, for example, for you to provide in the reauthorized Act for particular dollars for the reintegration of these schools. For the drawing together of what has been in the AVTS's, and what is in the comprehensive high schools.

My suggestion, therefore, ranges all the way from requiring and exhorting the coordination, to setting aside in a different sense dollars to overcome the physical distance.

To your setting, as each statute does and yours most particularly, by the language and tone of the statute, the expectation that all educators will draw unto themselves the strengths of vocational education.

If you were to talk about teen teaching, vocational and non-vocational alike, in matters of physics, chemistry, mathematics, and the rest, I think you would powerfully affect that. I think you would significantly make it happen.

Just in Chapter 1, your language about reaching from schools to families, mandatory in part will bring a result well beyond that which is required. By focusing in Chapter 1 you did it in two-and-a-half pages.

In last years reconsideration of Chapter 1 you took what were two or three phrases in the original Title I about families and schools, and over two-and-a-half pages in last years Act, really wrote an essay, almost laid a blueprint for how schools can reach effectively to families. You told them, just by way of suggestion, about sending curricula home, and a great range of things.

It seems to me were you to memorialize and to underscore your own embrace of so much that is happening in the schools and in the states around the consortia that I have placed before you, and in many other ways, for all educators to draw unto themselves a command of vocational modalities beyond any requirement it would have a powerful affect on it actually happening.

Chairman HAWKINS. Thank you.

Mr. GOODLING. Mr. Gunderson?

Mr. GUNDERSON. Thank you, Mr. Chairman.

I have read your entire statement, Mr. Secretary, and like the Chairman of our full committee, there are tons of questions that I could ask.

But, in the interest of time because you have inspired me by your broad based intellectual analysis of the whole of vocational education, I am going to ask a broad based intellectual question.

That is, we have probably two overall missions. Mission number one is to create among our work force and our general public a desire and a recognition of the need for lifelong learning, and similarly we have a need to create an infrastructure within postsecondary education that provides the opportunity for that lifelong learning.

I would like to get your reaction to what I just said, and within that context, do we focus too much on degree orientations within postsecondary vocational education? In other words, it seems we have told people either come and pursue at least an Associate of Arts degree, or do not come. Is that a problem out here in Pennsylvania? I think it is a problem in Wisconsin.

Mr. GILHOOL. I am most familiar with Wisconsin's postsecondary degree programs, Congressman, because our family's wisdom was such that we sent our daughter to your great University in Madison, and she is just a year approaching her first degree.

I think that may be a problem generally across the country. I think it is not a problem in Pennsylvania. That fact is that the postsecondary institutions, and the secondary institutions of Pennsylvania have drawn adults, older adults to their halls in very great number in degree programs. But also in a very rich array of free form non-degree programs.

That arises partly because in Pennsylvania we have had, perhaps more than many states, to be in the business of retraining. As the economy has changed, so both our secondary vocational and non-vocational institutions, and our postsecondary institutions have sought to be of particular and concrete use and service. That is by way of saying that I do not think we have been inhibited on the focus on degree programs.

But, let me be plain. With respect to secondary education and it comes clear in the Two and Two programs, for example. We are, in Pennsylvania, very eager to create an additional set of secondary institutions, which building upon old American and Continental tradition we choose in contemplation technical institutes. Institutions that would be degree granting institutions. That would have a liberal core but which in the year 13 and 14, if you choose to look at it that way, would apply the higher reaches of technical education.

We think that the discipline introduced, the system of teaching and learning introduced by accreditation, by degrees is a very important discipline.

So, as we look to that for Pennsylvania, a new kind of institution, we are very eager that it should be degree granting.

If I can return to the early part of your question, which figures a different set of reflections. In Pennsylvania we are used to stating the purposes of vocational education, much as you just did.

It has occurred to us, and you know now why, that we should augment the statement of the very purposes of vocational education in particular ways.

Rather than talking about it, let me just recite to you what has been the two standing purposes for vocational education on our books for a long time, and then recite two that we would add to the first two.

The standing purposes of vocational education in Pennsylvania have been stated as helping individuals achieve economic dependence through broad based occupational education, and to help business and industry improve productivity by developing competent employees, and by providing job specific training.

We would augment those statements by adding a third and a fourth. The third would frame as our purpose the extension of the vocational pedagogies of teaching and learning methods which draw upon the vocational to all of secondary curricula, and fourth we would state a further purpose, namely of drawing to all of secondary education teachers from the crafts, trades, and professions.

Now in part, in the latter, we are seeking of course to deal with the teacher shortage which is upon us for the next decade. But, in large part we wish to articulate that purpose to underscore what I went to in my testimony, namely the special strengths that adults who have come directly from the trades, crafts and professions to the schools, bring to the teaching and learning of those schools.

Mr. GUNDERSON. Thank you.

Mr. GOODLING. Mr. Martinez?

Mr. MARTINEZ. I was very interested in your testimony, and there are so many things that you point out that should be universally known, but are not. If they are, they are ignored.

One of the things that you point out is that on page 6, for a number of years reports and data have suggested that the students in vocational schools are more interested than their non-vocational peers in schooling, and are less likely to drop out.

One of the big problems we have had, let us say in schools in California, in my district, is a high drop out rate of over 50 percent. We have started programs there that are linked not to vocational training but to jobs. Part of the condition of the job, and a part of the job for this person who has dropped out, is for him to go back to school and continue his education. We have found that very successful.

On another page where you say you can link the two, I believe that. It is true.

The problem goes back to another thing that you say later on, that I have realized for many, many years from my own personal experience. Among children there is an extraordinary array of diversity and learning. Some learn by sight, some by memory, some by actual deed.

But, in our system we do not do that. We stick thirty or forty kids in a class, the teacher teaches them all the same way, and if they move along, fine. If they do not, that is fine. If they have some personal problems or learning handicaps, or if they have language problems it does not matter. We just move them along.

Then somehow we are appalled that at a certain point in time 50 percent of them are dropping out. We have functional illiterate adults who now are relearning, and proving that they could learn but we just did not have the system in place, or the right teacher, or whatever it was that they needed in school.

I agree with linking vocational education to teaching. My oldest son went through a high school in California where they have four hours of academic training, and four hours of craft. One of the principles there is the same as you have outlined in John Goodlad's book. The cardinal there on graduation day said "A person is not complete until they have learned to work with their hands and bodies as well as their mind", and he said, "Remember, Jesus was a carpenter".

I totally agree with that. But, how do we get that to work throughout the country through the reauthorization of vocational education?

Mr. GILHOOL. Well, Congressman, it is very curious and very painful, but I think a fact, as you suggest.

Rich as our pedagogy knowledge is, well armed, in closets and on shelves, we have such a rich diversity of experience in how effectively to teach.

Yet, in the great school reform movement of the last eight years we talk about many things, many important things. We talk about professional salaries, we talk about the structure of the schools, we talk about our purposes, but we do very little talking about pedagogy. About the ways and means of teaching and learning.

It is time, I think, for us to take pedagogies out of the closet. I am one of those who believe that in this day and age what children know, and what they value must and should be common, for we all face a common challenge of international competitiveness, and the nature of life together.

But, how children learn is so hugely various, and our knowledge of a great range and variety of pedagogies is so rich that if we could bring to greater visibility the attention to pedagogies, then I think we would find our results coming a lot closer to our hopes.

How do we do that? I do not know, Congressman, except it is plain that seizing every opportunity that each of us, in our several roles have, to focus the attention of families and of teachers on pedagogy is very important.

It never ceases to surprise me how unhappily few know about STEP, the Summer Training and Education Program. A remarkable integrated set of pedagogies.

You speak of your child's school. In Pittsburgh, Project Oasis, half a day at work in the community. In work that serves the community very well, and half a day in the school and in classroom. Extraordinary results in terms of the continued engagement of children in the schools.

The pedagogies which the great teacher at East Garfield put to work in order to take children who were destined to leave school before high school, and yet to bring them to a mastery of calculus, and defying all the odds and expectations to take them over the top in advanced placement examinations.

The work of the consortia, of the states, on using vocational pedagogies to teach physics, chemistry and biology. None of that is invented. In Pennsylvania there is sixty-seven schools, including a good many vocational schools who have been applying that pedagogy, not for any sectarian reason, but because they see it as the most effective way to engage a great number of children in the learning of physics.

I do not know how we do it, Congressman. My suggestion is that you, perhaps even beyond your fondest expectations, by your hearings of last year and by what you wrote, both in Even Start and in those two-and-a-half pages in Chapter 1 on families in schools, you have focused and evoked much more conversation out here in the schools world about how schools can and must engage families.

You have really encouraged people to overcome the despair that so many schools people take on in the face of changing family structures. I think you can do the same for pedagogy.

How? I do not know. I would encourage you, as I know you have, to spend as much time as you humanly can drawing teachers, and principles to you in order to hold high and celebrate the effect of pedagogies of which we speak.

I would encourage you to spend time in the consortia of physics and mathematics classrooms in vocational schools. For where you go so goes the attention of the public, and the attention of the teaching professions.

If we can get that attention upon pedagogies, then I think we can see things happening. Because we are strong in pedagogy. It is just that everyone does not know about it. It is just that we are not as effective as we need to be in sharing the knowledge of what works across each and every member of the teaching profession.

I think, and I have no plain, clear or magical answers, sharing the knowledge of those affected pedagogies is probably the single most important thing for us to do in the course of the next half decade in education.

Mr. MARTINEZ. Mr. Secretary, giving the money is simply not enough. They need the money, but they also need the technical assistance. Somehow we have got to provide that leadership through technical assistance.

You mentioned Garfield High School. That high school is in my district, and I know the teacher very well. What that teacher did was much what you said in your statement. He provided disciplines born of love and concern for that child's success. He improved their educations and he got them to succeed far beyond even their own expectations.

Mr. GILHOOL. Chairman Hawkins, you raised this question earlier on, that tradition, there are exceptions, is that the Congress does not get into the business of curriculum, or teaching and instructional methods. Certainly you do not get into the business of specifying this one or that one.

I think that tradition is consistent with, nonetheless, acting effectively and focusing attention on pedagogies that work.

You have, in other pieces of legislation, done so. On the one hand you avoid the trap of saying you will do XYZ, or QRS method of teaching. Instead you have said things like in Chapter 1, "The programs and services must be designed to yield, to produce significant educational gain".

In P.L 94-142, you require appropriate education. At another point in P.L. 94-142 you require the adoption of promising practices.

The Supreme Court said what appropriate education means is that educators do not fly by the seat of their pants. That when they are making their decisions about pedagogies, about teaching methods, they can choose among the great array, and they can choose any they wish. But, what they choose must be designed to yield real educational benefits.

That is to say, you do not have to specify particular pedagogies, but you can evoke, and perhaps even require that the decisions of the schools be reasonably calculated to yield real educational gains.

What that means, I think, is that the schools consider the great range of pedagogies, choose among those which have a track record of being effective. Make any choice they wish, but choose among those that have a track record of being effective.

Mr. **Martinez**. Mr. Chairman, I do not know if this is a question or a statement, but I just to tell you that I agree with you. In the one statement that you made on page 8, I wonder whether it is not time for us to declare all vocational high schools comprehensive high schools, and declare all comprehensive high schools vocational high schools.

I think that is really one of the keys.

Mr. **Gilhool**. Yes.

Mr. **Goodling**. Thank you, Congressman.

Mr. Grandy, I might preface this by saying we are running behind schedule rather dramatically. So, if we can make the responses as briefly as possible, I would appreciate it.

Mr. **Grandy**. Thank you, Mr. Goodling, and under that dictum I will keep my questions as short as possible, too.

They are specific, Mr. Secretary, as opposed to some of the conceptualizing that has gone on up to this point. I think this committee, for the most part, has agreed on the commitment to vocational education, and even on the conceptual future.

But, I have a couple of specifics that I would like to ask you, and this ties in to some discussions I had with vocational leaders in the State of Iowa over the week-end.

Going back to your broadening the definition of vocational education, your number one recommendation, you say we are to leave the work readiness and general employability skills should be stressed, and should be supportable with Perkins funds.

Now this week-end my vocational leaders were saying essentially, I think, the same thing. But, I wonder if that goes to the same section in the Perkins Act that defines a voc. ed. program. Is that the definition that you seem to feel is restrictive?

Mr. GILHOOL. Yes.

Mr. GRANDY. Because what these folks said to me was that under the new requirements of compliance with, for example the Welfare Reform Act, and bringing new populations into the education and training universe, they are in a sense precluded from doing that under this definition. I think we are saying the same thing here.

Organized education program, at this point means, "Instruction, including career guidance and counseling related to the occupation or occupations for which the students are in training, or instruction necessary for students to benefit from that training".

The problem that my voc. ed. leaders have is that they cannot do anything for those people who are not yet in training, but they know are going to come on line. They have suggested this change. "Instruction including career guidance and counseling related to the occupation or occupations for which the students are in training, or instruction necessary for students to benefit from the training."

In other words, they are trying to prepare themselves for an expanded population, and do exactly which, I think, you suggested we should do in your incentive bonus recommendation, which is to prepare for the coordination of programs.

My understanding is there are problems in the language of the law that need to be corrected technically before we can accommodate your recommendation No. 1, or recommendation No. 3. Do I read that correctly, sir?

Mr. GILHOOL. I think that is correct, Congressman, yes. You certainly read my own remarks correctly, and I think they coincide with the recommendations of your Iowa colleagues.

We need, of course, to retain the authorization to specific vocational outcomes. I think we need to be more articulate about the authorization for education to clustered vocational outcomes. To competencies rather than jobs as such.

Third, I think it is important for us to be articulate about education, to what some used to call academic outcomes. Physics top of the curriculum, but understanding that we do not mean to support with the Perkins Act all of education, but rather education, for example to physics, which uses and participates in the vocational pedagogies.

Mr. GRANDY. We are agreed.

Let me just ask one more question, and this is an area that I think perhaps my administrators and educators in Iowa might take issue with you. I find that in my state that some of my vocational programs are chaffing a little bit under the setaside requirements.

Some of the proposals that have been offered by the American Vocational Association include allowing a state the permission to shift 20 percent of any setaside program into another program to meet a specific state need.

How do you feel about something like that giving states an enhanced flexibility to direct funds to their populations?

Mr. GILHOOL. We would not have any problem with that, Congressman. That kind of flexibility would be welcome. I think it is important to keep the focus on the six sets of our citizens, but to introduce that flexibility would neither present any problem and be very welcome from our point of view.

Mr. **Grandy**. I can tell you that in a state like Iowa, for example, which is finding itself to be delivering a lot of skills to people who are sixty-five and over, because of our high elderly population, the need to perhaps direct a program to the state specific, and not necessarily required by Federal law to deliver specific populations specific services, would really enhance our delivery system.

Mr. **Gilhool**. Well, we are all on the same demographic track. It reaches each of us at different times. I think increasingly training and retraining for elders is going to be on the agenda for all us, for that is from among whom many jobs are going to be filled. To have that 20 percent flexibility would allow us to accommodate the changing pace of demographic change state by state.

Mr. **Grandy**. Mr. Secretary, thank you. I realize you have stayed longer than you intended. I appreciate your testimony, and your participation.

Mr. Chairman, I have no more questions.

Mr. **Goodling**. Thank you again, Mr. Secretary.

Mr. **Gilhool**. Thank you, Congressman Goodling.

Mr. **Goodling**. Ms. Cullen, it would be helpful to us, I think if you would submit in writing, since you have an opportunity to see vocational education in operation all over the state, what you see that is happening as far as change is concerned, particularly that you believe is moving in the right direction.

Also, areas where do you believe we have to push from the Federal level to get it moving. If you could give us those two views I think it would be very helpful.

Ms. **Cullen**. I would be happy to do that. Thank you.

Mr. **Goodling**. Thank you both very much.

Mr. **Gilhool**. Thank you, and it has been a pleasure to talk with you this morning.

Mr. **Goodling**. If the next panel will come up while they are leaving? The next panel is Dr. Bollinger, Ronald Smith, and Roger Apple.

[Pause.]

Mr. **Goodling**. As you noticed our panel has been reduced to three. I understand Dr. Hupper had an emergency back in his district, and so he is gone. I particularly wanted to razz him a little. Dr. Hupper was a student teacher of mine when I was supervising student teachers in Pittsburgh, and he would occasionally ride back and forth with me, because his home was in Mechanicsburg, on week-ends. At one point I said that my sister-in-law is a lovely person and that he should meet her sometime. He did, and they are married. So, he did not get to hear that story.

But I also had hoped that he would explain. We have these three representatives. Dr. Bollinger is a new superintendent in Gettysburg, and in Adams County we do not have a vocational technical school as such.

Mr. Smith is the Director of the Cumberland-Perry, which I represent Cumberland but not Perry County. It is a different operation.

Mr. Apple's operation, who is the new Director here at York Voc. Tech. School. When they were putting this school together I was an Administrator, and I insisted rather strongly that it be a comprehensive vocational education school, and that it would not be two weeks here, and two weeks back in the local school district, but they would have their own identity.

Dr. Hupper, then, is the Superintendent of Record?

Mr. **Apple**. Dr. Harvey from the Dallas, Texas school district.

Mr. **Goodling**. Dr. Harvey from Dallas, that is right. He could not be here. Dr. Hupper had been the Superintendent of Record. The Superintendents shift this responsibility from year to year.

So perhaps each of you, just very briefly, might describe your situation. Dr. Bollinger, you might talk just a little bit about what you do in lieu of a vocational/technical school, and then each of you might talk a little bit about how yours is set up.

We have in the audience, for instance, I do not know whether we have others, but we have Barbara Wills and she is on the operating committee of this tech school. They have representatives from the different school districts that make up this tech school on that operating committee, and Barbara is one of those.

I am going to do a quick T.V. spot out here. Dr. Bollinger if you will start we would appreciate it. If you can summarize, fine, and that will give them more time to ask you questions.

STATEMENT OF DR. DOROTHY M. BOLLINGER, SUPERINTENDENT, GETTYSBURG SCHOOL SYSTEM.

Dr. **Bollinger**. Good morning Chairman Hawkins, and others.

I have been asked by Representative Goodling, and Chairman Hawkins to tell you a little bit about the Gettysburg area school districts, vocational education program, and recommendations that we have in regard to the extension of the Carl Perkins Act.

First of all, I think that you need to know a little bit about Gettysburg, and the uniqueness that it has. It is not among the smallest school districts in the State of Pennsylvania, however it is not among the largest. So, I think we are somewhat representative of a number of the school districts in the State of Pennsylvania.

Gettysburg is in Adams County. It has approximately 72,200 residents, and a work force of 36,750 students, which is a very low unemployment rate. 34.5 percent of our work force is in manufacturing. 65.5 percent in non-manufacturing. A large part of our industry is in the tourist industry.

The Gettysburg area school district serves approximately 3,400 students. The other Adams County school districts have served an additional 8,425 students, and the school districts serve the following percent of vocational students. For Media Springs 21 percent, Conowaga Valley 20 percent, Upper Adams 15 percent, Fairfield 14 percent, Gettysburg 12 percent, and Littlestown 8 percent.

Because there is not a regional vocational/technical school within reasonable commuting distance for our students, the Gettysburg school district provides its own vocational education program.

There are three programs that we receive through Carl Perkins money that I would make some comments about. The first is the Adult Farmer Program funding. For 1989-90 it has been allocated $5,980.00 for our postsecondary Adult Farmer Program. We serve sixty-five farmers and agro-business persons, and it appears for next year that the school district allocations will be based on instructional hours than we spend, rather than on the outdated dollars per our calculation.

In regard to the second program, the vocational secondary funding for next year it appears that we will receive $3,949.00 of the Title II, Part II funds that are available to the Gettysburg area school district for 123 students. That comes out to about $32.10 a student.

This year, as in recent years, because of the restrictions placed on the Carl Perkins Act, the district has had to alternate funding every other year between its vocational agriculture program, and its business education program.

Next year, because of the diminutive amount of money allocated to each district, we will be receiving from the State our share of money every two years. Consequently, we will need to have one department receive the money every four years.

If we have three programs sharing the Part B funds, for example if we could add the occupational home economics, it would take six years until the student program could hope to receive a share of the vocational money.

The inconsistency of funding, and not knowing the amount to be received until the end of the school year makes it difficult to plan the use of the money. Therefore, the money is primarily used for instructional equipment and materials.

Our staff is very grateful for the amount of money they receive, however, it cannot be used on personnel because of the small amount given inconsistently, and the regulations that deal with maintenance of effort in nonsurplanting of Federal funds, are too restrictive.

I think, as you have heard Secretary Gilhool, this is an area where personnel with instruction and learning could be focused.

Vocational handicapped and disadvantaged funding is the third part that I would speak to. The Gettysburg area school district receives an allocation of approximately $10,140.00 for Title II, Part A programs, handicapped and disadvantaged funding.

The district has not been able to use the money because of choking Federal regulations on the use of the money. Only one of the six school districts in Adams County can use their handicapped money, and that is because the district does not participate in the Lincoln-Intermediate unit work study program. Therefore, they can provide their own program through the use of the Carl Perkins Act money.

All but one school district in Adams County cannot use the disadvantaged money. Consequently, we give back the disadvantaged money to the state government, $14,439.00, and the handicapped money to the Intermediate unit.

All of this money, even though it is a pitiful amount, could be used for physically and mentally handicapped students, potential drop out students at-risk, and educationally and economically disadvantaged students in our own school districts of Adams County.

Next, this is somewhat of a situation that is illustrative of Dr. Gilhool's inter-relationship of the different courses, the integration.

In order to use the money the students must all be vocationally disadvantaged and handicapped, and be put in separate identifiable groups. This requirement needlessly isolates undereducated, in many cases. already stigmatized students.

Our opinion in the Gettysburg area school district is this is a contrary to educational research practice and treatment of human beings.

With vocational students in the senior high school needing to be prepared to be integrated into the work force, it does not appear to be in the best interest of children to accept the money from the Federal government to herd students into degrading, less appropriate and unrealistic groupings.

At what price should we sacrifice children for minimum amounts of money? Why should we, who locally fund our vocational education program at $600,000.00, acquire $10,140.00 of Federal money which requires us to change and sacrifice children.

There are approximately 150 students in our senior high school that are denied use of the funds this year because of the strings attached to the law.

In addition to the stigmatizing problem there is the state contributing problem, in other words, certification. Whereby in Pennsylvania, to have special education students in a high school taught vocational special education class, both a special education and a vocational education certificate is required of the teacher. That is an extremely rare person to find.

Some general problems that we see with all of the three above mentioned programs include the matching fund amount to Federal programming. In order to receive all of the handicapped and disadvantaged, then there is matching that is coupled with the problems through the state required matching, and other categorical funding.

If a district such as Gettysburg already has footed a bill for vocational programs, more comprehensively than a school district that already is served by a vocational school, it must then add new dollars as required by the Act up and above the regular program.

For example, if we have $6,000.00 budgeted for vocational business education, and in order to receive $4,000.00 of Carl Perkins Act money we need to add an additional $2,000.00 for the year. A total of $10,000.00 is required to obtain $4,000.00 of Carl Perkins money.

When we are locally expected to support and fund so many at-risk regular education and other programs with less state dollars, projected local tax caps, and higher costs, Federal matching is placing an impossible crunch on us.

The Carl Perkins Act focuses on specific skill training for a career, instead of basic cluster related training. Students and adults need to have specific skill training, but not in required diverse and superficial ways.

Our students, presently in the ninth grade, about to benefit from the Carl Perkins Act will graduate in 1992 at approximately eighteen years of age, and need to be prepared to work with the developments, technological and others, of the 21st century. When they, in the year 2002, will be twenty-eight years old.

Does the United States of America wish to have their work force of 2002 through 2032 skilled in the specific skills of the 1980's, or would it be more helpful to have them cluster taught with high quality basics that job retraining can be built upon as scientific advancements occur.

Children fourteen years of age in the eighth grade, as the select their ninth grade courses, are very young and naive to be making a lifetime training selection.

At the present time cluster based courses do not qualify for placement and funding. Reporting placement classifications is somewhat distorted and cumbersome. Why cannot related placement be considered as placement?

If a student, for example, is trained as a welder and is employed as a welder by New Holland Farm Machinery, placement will count as being vocationally trained. However, if the same student who has been trained as a welder is employed as a welder at BMY Military Equipment Repair, placement in a field of vocational agriculture does not count.

What if a student working at BMY works for only a year or two, then becomes employed at New Holland? If a student is to be considered vocationally trained as an entry welder, and can obtain employment at any location, why cannot the job be considered as a vocational placement?

Our recommendation would therefore be, in as much as we feel that vocational education has been selected as a national educational priority, we would like to see funding increased to an amount that can make an impact on the future of children and adults, as well as the societal, economic, and technological future of the United States.

If additional dollars are allocated, or even if they cannot be because of the national budget deficit, Congress can make an impact by giving local educational agencies more money to accomplish your mission by applying CPR to the choked regulations and worthless amount of paperwork required for such a lilliputian amount of money.

We are interested in spending more of our resources, our time, energy, personnel, and money on our students. Not on paperwork and regulatory requirements that do not relate to student achievement and learning.

This will give us time to spend on pedagogy. Imagine if a school district could be given, or even be required to substitute the paperwork required, the amount of time required for paperwork on learning strategies, pier coaching and so forth.

In summary then, with the recommendations, we would recommend that you would look at the insufficient funding, the inconsistent funding, the choking Federal regulations, the required stigmatizing of students, the specific skill focus, the placement classification requirements, the local and state matching of Federal funds, and provisions for maintenance of effort.

The district does feel pleased with the following inclusions in the present law, and would like to see Congress continue to serve disadvantaged and handicapped students in vocational programs. But, increase the flexibility to local educational agencies to provide these services. To continue to provide funds for program improvement, innovation, and expansion to keep vocational education up to date.

To continue to focus on preventing at-risk students from dropping out. Continue to play a role in enhancing the job readiness and competitiveness of our future work force, and to continue to fund the exemplary programs section of the Act.

We hope that you will feel more prepared to write the Carl Perkins Act after hearing the problems and difficulties pointed out in this presentation. Perhaps as you write the Act, specific suggestions for resolutions or problems, or reactions to the proposed wording would be helpful to you.

We offer you our continued help if either you or your staff wishes it.

Thank you very much for your time today, committed to these hearings, your interest in education, and your permitting the Gettysburg area school district to present its position on changing the Carl Perkins Act.

It has been an honor for us to share our experiences with you.

Thank you.

Mr. GOODLING. Thank you, Dr. Bollinger.

Mr. Smith, would you like to summarize? All statements will be included in the record.

Mr. SMITH. Thank you Mr. Chairman, and members of the committee.

First of all I would like to introduce you to the Cumberland-Perry Voc/Tech schools and express two concerns that you might address in the reauthorization of the Perkins Act.

The Cumberland-Perry area vocational technical school is located just north of Mechanicsburg, Pennsylvania, on route 114, which is halfway between route 11, and Interstate 81.

The school operates as a part-time area vocational technical school on a half day basis. Students receive their academic training at their home school and are bused to the area vocational technical school on a daily basis for their vocational education.

The school serves twelve school districts, four in Perry County, seven in Cumberland County, and one in York County.

Presently the school has an enrollment of approximately eight hundred students, which includes fifteen adults and is projecting next years starting enrollment to be approximately 910 students.

The school is governed by seventeen school board members who comprise the schools joint operating committee. The twelve participating school district superintendents serve as the professional advisory to the school and myself.

A general advisory committee comprised of individuals from business and industry, as well as parents and students also serves the school and the joint operating committee.

Occupational advisory committees meet at least twice a year with each program instructor to advise the instructor on matters of curriculum, capital equipment, employment opportunities, current practices, and emerging technology.

There currently exists twenty-five programs of study in the areas of health occupations, automotive technology, construction trades, service occupations, manufacturing and business occupations. All programs are three years in length beginning in grade ten, except law enforcement and office practices which begin in grade eleven.

All students who are enrolled in a three year vocational program must take two years of mathematics at our AVTS. Students can select academic math or general vocational math based on their career objectives. This procedure, which was introduced in 1986, has reduced the vocational instruction time by some 240 hours, but had enabled students to satisfy graduation requirements and still attend the AVTS.

The school maintains an active, cooperative education program where seniors are placed in the work force on jobs related to their training in conjunction with their attending the area vocational technical school. Each year slightly less that 50 percent of the seniors elect to go on co-op to further their training.

The school also maintains a high level of job placement as evidenced by a 72 percent placement average over the past three years. Additionally, some 14 percent of the graduates continue their education by enrolling in postsecondary programs in four year colleges, community colleges, and trade and technical schools.

The school is responsible for the recruitment and the selection of students in cooperation with our school counselors. This is accomplished through the efforts of student services coordinator who is responsible for all aspects of recruitment. Some of these activities include group presentations conducted at the ascending school, development and distribution of recruitment literature, tours of the vo-tech school, special parent and student night, and career days.

Vocational education is considered an elective and as such must be selected by students as a major program of study at the secondary level. In the past school year only 11 percent of the eligible population of the ascending school districts elected to attend the area vocational technical school.

Since our facility is operating at only 83 percent capacity there is ample space to accommodate more students than are currently enrolled.

Career education is one of the keys, we feel, to unlock the potential of vocational education. Career education, with all of its facets, must be one of the single most important priorities for education today. Elementary and secondary education prepares individuals for entry into postsecondary institutions of learning, and also the world of work.

In both cases, students must have a thorough knowledge of their abilities and opportunities, as well as an experience and understanding of which jobs and occupations could fulfill those opportunities and abilities.

Vocational training opportunities must receive equal billing with college trained careers as a viable means of preparing an individual for the world of work.

We are committed to assisting our ascending school counselors in orienting students at the elementary and middle school grades to vocational opportunities that exist at our AVTS.

It is our conviction that more students will avail themselves of vocational education if they are aware of the opportunities that exist within the total education system. This is our primary mission at this point in time.

A second issue that we are confronted with is the use of setaside funds within the Carl Perkins Act. As a vocational director I am continually confronted with reduced training time for vocational education resulting from a number of factors. As such, I am hard pressed to add additional special training to our present time schedule.

All special students are mainstreamed into our vocational program. We have approximately 150 special need students currently at the AVTS.

Mathematics, as I have previously stated, is taught on our campus as grades ten and eleven to all students for credit towards graduation. When we design a special class for slow learners in, say, mathematics, we design the program so that most, if not all, students will succeed. This means that the course must be available to all students who can benefit from the program. In other words, handicapped students, participating students, and regular slow learners.

With the current setaside standards we cannot use the Perkins funds to assist the cost of this type of program. Therefore, we plan and implement the most effective procedures and strategies utilizing local funds.

In the brief time that I had to address this committee I have attempted to explain the operation of our school, and to share some of our concerns regarding vocational education in the Carl Perkins funding.

I want to thank you for the opportunity to speak before this subcommittee.

[The prepared statements of Dr. Dorothy M. Bollinger and Ronald L. Smith follows:]

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THE HONORABLE AUGUSTUS HAWKINS, THE HONORABLE WILLIAM GOODLING AND OTHERS

I have been asked by you both to testify before this United States House of Representatives' Committee on Education and Labor about the Gettysburg Area School District's vocational education program and recommendations we have relevant to extending the Carl D. Perkins Vocational Education Act.

Gettysburg is in Adams County, which has approximately 72,200 residents county wide, with a work force of 36,750 people. Thirty-four and a half percent (34.5%) work in manufacturing (printing and publishing, food products, and leather products) and 65.5% in non-manufacturing (wholesale and retail trade, tourist industry, and state and local government). The Gettysburg Area School District serves approximately 3,400 students. There are other Adams County School Districts which serve an additional 8,425 students. The Adams County School Districts serve the following percent of vocational students: Bermudian Springs-21%, Conewago Valley-20%, Upper Adams-15%, Fairfield-14%, Gettysburg-12%, and Littlestown-8%. Because there is not a regional area vocational technical school within reasonable commuting distance for our students, the Gettysburg Area School District provides its own vocational education program.

Adult Farmer Program Funding

Planned for 1989-90, the Gettysburg Area School District has been allocated $5,980 of post-secondary Carl Perkins' money for its Adult Farmer Program that serves 65 farmers and agribusiness persons. It appears that for next year, school district allocations are based on instructional hours served, which is an improvement from the previous allocation based on an outdated dollars per hour calculation.

Vocational Secondary Funding

In 1988-89, $3,949 of Title II Part B Funds were available to the Gettysburg Area School District for 123 students ($32.10 per student). This year, as in recent years, because of restrictions placed on the Carl Perkins Act, the Gettysburg Area School District had to alternate funding every other year between its Vocational Agriculture Program and its Business Education Program. Next year, because of the diminutive amount of money allocated to each district, we will be receiving from the State our share of money every two years. Consequently, we will need to have one department receive the money every four years. If we had three programs sharing the use of Part B funds (for example adding Occupational Home Economics), it would be six years until that student program could hope to receive a share of vocational money.

Inconsistency of funding and not knowing the amount to be received until the end of the school year makes it difficult to plan use of the money. Therefore, the money is primarily used for instructional equipment and/or materials. Our staff is grateful for the amount they do receive, however, it can not be used for personnel because the small amount given is inconsistent and the regulations (maintenance of effort and non-supplanting of federal funds) are too restrictive.

Vocational Handicapped and Disadvantaged Funding

The Gettysburg Area School District receives an allocation of approximately $10,140 for Title II Part A Programs--handicapped and disadvantaged funding. The District has not been able to use the money because of choking federal restrictions on the use of the money. Only one of the six school districts in Adams County can use their handicapped money and that is because the district does not participate in the Lincoln Intermediate Unit work-study program. Therefore, they can provide their own program through use of their Carl Perkins Act allotment. All but one school district in Adams County cannot use the disadvantaged money. Consequently, we must give the disadvantaged money to the State government ($14,439) and the handicapped money to the Intermediate Unit ($6,119). All this money, even though a pitiful amount, could be used for physically and mentally handicapped students, potential dropout students, at-risk and educationally and economically disadvantaged students in our own school districts of Adams County.

In order to use the money the students must all be vocational disadvantaged and handicapped students in separate identifiable groups. This requirement needlessly isolates undereducated and in many cases already stigmatized students. Our opinion in the Gettysburg Area School District is that this is contrary to educational research, practice and treatment of human beings. With vocational students in the senior high school needing to be prepared to be integrated in the work force, it does not appear to be in the best interest of children to accept the money from the federal government to herd students into degrading less appropriate and unrealistic groups. At what price do you sacrifice children for minimum amounts of money? Why should we change our locally funded vocational educational program of $600,000 to acquire $10,140 of federal money which required us to sacrifice children? There are approximately 150 students in our senior high school that are denied use of these funds this year because of the unreasonable amount of restrictive strings attached to the law. In addition to the stigmatizing problem, there is a state contributing problem, i.e. certification, whereby in Pennsylvania to have special education students in a high school taught vocational special education, both a special education and a vocational education certificate is required of the teacher. That is an extremely rare person to find.

General Problems

Some problems apply to all of the previously mentioned Carl Perkins Act sections; Adult Farmer Program, Title II Part A, and Title II Part B Programs. The Carl Perkins Act requires that a school district must add matching funds to the federal amount in order to receive handicapped and disadvantaged money. The Federal matching is coupled with state required matching in many other categorical funding areas. If a district such as Gettysburg already has footed the bill for the vocational programs (more comprehensively than in a school district which is served by an area vocational technical school), it must then add money (new dollars) as required by the Act up and above the regular program. To illustrate, if through the local district we have budgeted $6,000 for vocational business education, then in order to acquire the $4,000 of Carl Perkins Act money we need to add an additional $2,000 for the year. A total of $10,000 is required to obtain $4,000 of Carl Perkins Act money. When we are locally expected to support and fund so many at-risk, regular education and other programs with less state dollars, projected local tax caps and higher costs, Federal matching is placing an impossible crunch on us.

The Carl Perkins Act focuses on specific skill training for a career instead of basic cluster related training. Students and adults need to have specific skilled training but not in required diverse and superficial ways. Our students presently in the ninth grade about to benefit from the Carl Perkins Act will graduate in 1992 at approximately 18 years of age and need to be prepared to work with the developments (technological and others) of the 21st century when they in the year 2002 will be 28 years old. Does the United States of America wish to have their work force of 2002 through 2032 skilled in the specific skills of the 1980's or would it be more helpful to have them cluster taught with high quality basics that job retraining can be built upon as scientific advancements occur? Children, 14 years old in eighth grade, as they select their ninth grade courses, are very young and naive to be making a life-time training selection. At the present time, cluster based courses do not qualify for placement and funding.

Reporting placement classifications is somewhat distorted and cumbersome. Why can't related placement be considered as placement? If a student is trained as a welder who is employed as a welder by New Holland Farm Machinery, placement will count as being vocationally trained. However, if the same student, who has been trained as a welder, is employed as a welder at BMY Military Equipment Repair, placement in the field of vocational agricultural does not count. What if the student working at BMY works for only a year or two and then becomes employed at New Holland? If the student is to be considered vocationally trained as an entry level welder and can obtain employment in any location, why can't the job be considered as a vocational placement?

Recommendations

In as much as we feel that vocational education has been selected as a national educational priority, we would like to see funding increased to an amount that can make an impact on the future of children and adults as well as the social, economic, and technological future of the United States. If additional dollars are allocated, or even if they can not be allocated because of the national budget deficit, Congress can give local educational agencies more money to accomplish your mission by apply CPR to the choking regulations and worthless amount of paperwork required for such a lilliputian amount of money. We are interested in spending more of our resources--time, energy, personnel and money--on our students, not on paperwork and regulatory requirements that do not relate to student achievement and learning.

Student capabilities and interests, student needs, job market needs, sound educational research and future projections should be considered to develop quality programs that prepare quality vocational and technical students for their's and their country's benefit in the 21st century.

In summary of the recommendations explained above, the Gettysburg Area School District would like you to consider correcting the following in the new Carl Perkins Act:

1. Insufficient funding
2. Inconsistent funding
3. The choking federal regulations
4. The required stigmatizing of students
5. The specific skill focus
6. The placement classification requirement
7. The local and state matching of federal funds and provisions for maintenance of effort

The Gettysburg Area School District and other Adams County school districts are pleased with the following inclusions in the present law and would like to see Congress:

1. Continue to serve disadvantaged and handicapped students in vocational programs but increase the flexibility to local educational agencies to provide these services
2. Continue to provide funds for program improvement, innovation and expansion to keep vocational education up-to-date
3. Continue to focus on preventing at-risk students from dropping out
4. Continue to play a key role in enhancing the job readiness and competitiveness of our future work force
5. Continue to fund the exemplary program section of the Act

We hope that you will feel more prepared to write the Carl Perkins Act after hearing the problems and difficulties pointed out in this presentation. Perhaps as you rewrite the Carl Perkins Act specific suggestions for resolutions to the problems or reaction to the proposed wording would be helpful to you. We offer you our continued help if either you or your staff wishes it.

Thank you very much for your time today committed to these hearings, your interest in education and for your permitting the Gettysburg Area School District to present its position on changes for the Carl Perkins Act. It has been an honor for us to share our experiences with you.

Dorothy M. Bollinger
Superintendent of Schools

March 13, 1989

THE SUB-COMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

- Prepared Statement

The Cumberland Perry Area Vocational Technical School is located just north of Mechanicsburg, Pa., on Route 114, halfway between Route 11 and Interstate 81. The school operates as a part-time Area Vocational Technical School on a half-day-about basis. Students receive their academic training at their home school and are bussed to the area vocational technical school on a daily basis for their vocational education. The school serves twelve school districts, four in Perry County, seven in Cumberland County and one in York County. Presently the school has an enrollment of approximately 800 students and is projecting next year's starting enrollment to be about 910 students.

The school is governed by seventeen School Board members who comprise the school's Joint Operating Committee. The twelve participating school districts' Superintendents serve as the Professional Advisory Committee to the school. A General Advisory Committee, comprised of individuals from business and industry as well as parents and students, also serves the school and the Joint Operating Committee. Occupational Advisory Committees meet at least twice a year with each program instructor to advise the instructor on matters of curriculum, capital equipment, employment opportunities, current practices, and emerging technology.

There currently exists twenty-five programs of study in the areas of Health Occupations, Automotive Technology, Construction Trades, Service Occupations, Manufacturing and Business Occupations. All programs are three years in length beginning in grade ten except Law Enforcement and Office Practices which begin in grade eleven.

All students who are enrolled in a three year vocational program must take two years of mathematics at the AVTS. Students can select academic math or general/vocational math based on their career objectives. This procedure which was introduced in 1986 has reduced the vocational instructional time by some 240 hours but has enabled students to satisfy graduation requirements while attending the AVTS.

The school maintains an active cooperative education program where seniors are placed in the work force on jobs related to their training in conjunction with their attending the area vocational technical school. Each year slightly less than fifty per cent of the seniors elect to go on co-op to further their training.

The school also maintains a high level of job placement as evidenced by a 72 per cent placement average over the past three years. Additionally, some 14 per cent of the graduates continue their education by enrolling in post-secondary programs in four year colleges, community colleges and trade and technical schools.

The school is responsible for the recruitment and selection of students in cooperation with sending school counselors. This is accomplished through the efforts of a Student Services Coordinator who is responsible for all aspects of recruitment. Some of these activities include group presentations conducted at the sending school, development and distribution of recruitment literature, tours of the vo-tech school, special parent/student night, and career days. Vocational education is considered an elective and as such must be selected by the student as a major program of study at the secondary level. In the past school year only eleven per cent of the eligible population of the sending school districts elected to attend the area vocational technical school. Since our facility is operating at only 83 per cent capacity, there is ample space to accommodate more students than are currently enrolled. Career education is one of the keys to unlock the potential of vocational education.

Career education, with all of its facets, must be one of the single most important priorities for education today. Elementary and secondary education prepares individuals for entry into post secondary institutions of learning and the world of work. In both cases, students must have a thorough knowledge of their abilities and opportunities, as well as an experience and understanding of which jobs and occupations could fulfill these opportunities and abilities. Vocational training opportunities must receive equal billing with college trained careers as a viable means to prepare an individual for the world of work. We are committed to assisting our sending school counselors in orienting students at the elementary and middle school grades to vocational opportunities that exist at our area vocational technical school. It is our conviction that more students will avail themselves of vocational education if they are aware of the opportunities that exist within the total education system. This is our primary mission at this point in time.

A second issue that we are confronted with is the use of set aside funds within the Carl Perkins Act. As a Vocational Director, I am continually confronted with reduced training time for vocational education resulting from a number of factors. As such I am hard pressed to add additional special training to our present time schedule. All special needs students are mainstreamed into our vocational programs. Mathematics, as I have previously stated, is taught on our campus in grades 10 and 11 to all students for credit towards graduation. When we design a special class for slow learners in say mathematics, we design the program so that most if not all students will succeed. This means that the course must be available to all students who can benefit from the program, i.e., handicapped students, disadvantaged students and regular slow learners. With the current set aside standards, we cannot use Perkins funds to assist with the cost of this type of program. Therefore, we plan and implement the most effective procedures and strategies utilizing local funds.

In the brief time that I had to address this committee I attempted to explain the operation of our school and to share some of our concerns regarding vocational education and the Carl Perkins funding. I wish to thank you for the opportunity to speak before this subcommittee.

Ronald L. Smith, Director
Cumberland Perry AVTS
110 Old Willow Mill Road
Mechanicsburg, PA 17055

Mr. Goodling. We should give a special vote of thanks, I guess, to Mr. Smith because later this week I believe he gets two ruptured discs removed.

Mr. Apple?

STATEMENT OF ROGER APPLE, DIRECTOR, YORK AREA VOCATIONAL TECHNICAL SCHOOL.

Mr. Apple. Thank you very much, Congressman Goodling, Chairman Hawkins and other members.

We are certainly privileged, first of all, that you have taken time to come to York Vo-Tech school today to conduct these hearings. We feel honored to be the host school for them.

The York Vo-Tech school has begun its operation in 1964, and moved into its present facility in 1969. We are a comprehensive area vocational technical school. By comprehensive I am indicating that we not only have the vocational programs here, but also the academic training. Students do come from fourteen school districts in York County, and the students are enrolled in grades ten through twelve.

They are in the vocational programs on a two week turn about basis, full time, and then the next two weeks they go into their academic courses.

During the senior year our students do have the opportunity to go out into a cooperative work experience program with various businesses and industries. Last year we have approximately 80 percent of our students enrolled in cooperative education programs. We anticipate the figure this year to possibly increase a slight bit beyond that. We are already at about 75 percent, and we still have several months of the school year to go yet.

We presently are serving about 1,150 students at the Vo-Tech school. 63 percent of those would be male students, and 37 percent female. 8 percent of the students are identified as being part of the minority group, and about 18 percent are classified as special need students.

We also receive approximately 12 percent to 13 percent of the available students from the ascending school districts each school year.

We recently received our graduate survey information back from the class of 1987. We see this from the Department of Education, and the report showed that 93.1 percent of our students that graduated in 1987 were gainfully placed. Gainfully placed include students that are employed, furthering their education, and also attending the military.

I might mention that of that group 81.3 percent were actually employed, and 11.8 percent were continuing their education either in a private school, technical institute, two or four year school, or also attending the military. Only 4.9 percent were unemployed and looking for work.

We do receive a lot of advice and recommendations here at the school from a general advisory committee, which is comprised of various business and industry people along with some educators here in York County. We also have craft or occupational advisory committees for each of our twenty-two vocational programs, and these committees also meet once or twice each year.

We have used a fair amount of vocational Federal funding as a result of the Vocational Education Act, or the Carl Perkins Act over the years. We have used money to update our curriculum, to purchase equipment, and also have used replication funds to produce a video tape to showcase our programs, which we use for orientation programs in the various school districts during the ninth grade year. We have also been using that out in the business and industry community.

Through some replication funds we have also been able to provide opportunity for some of our teachers to visit other schools, to visit exemplary programs, and also to receive numerous ideas that could be useful to them in incorporating things into their curriculum.

Equipment is certainly a key item of concern in any vocational technical school, and probably the larger portion of the vocational education money that came through the Carl Perkins Act, as it relates to the adult basic education component, has been used for that purpose over the years. We do receive approximately $60,000.00 each year to use for either equipment or other curriculum type issues.

We also receive allocations for handicapped and disadvantaged. At the present time our handicapped monies we do give to the Lincoln-Intermediate unit. I think it would be safe to say that each of the other school districts in York County also do that.

In return we receive a number of valuable services here at the Vo-Tech school, and in particular we are using training aids to assist us with the instruction in several of our vocational programs, in particular those areas that have a fairly high concentration of special need students.

We have also utilized disadvantaged monies, perhaps to a lesser extent over the years, and are in the process of putting a project together for next year, but because of coming up with a local match we have found difficulty in utilizing this money many times, as many other districts in York County have.

In addition to the high school component at the York County Vo-Tech school, we do provide vocational training through adult education programs. We offer numerous short term and long term courses. We provide three semesters throughout the school year.

In addition to the short and long term courses we operate a single parent and displaced homemaker program. We have utilized Federal funding to support this effort, and also Federal funding has been used to assist us with some equipment needs, and so on, as it relates to the other parts of our adult education program.

I might add that without the assistance of this Federal funding, certainly a number of the programs that we do presently operate would have to severely be curtailed, or possibly eliminated.

A few suggestions, perhaps, as it relates to the funding. It might be helpful if there could be some more flexibility provided to the school districts, and the vo-tech schools to adjust the Federal allocation of funds between special needs populations, and also general program improvements according to the local needs of the particular district.

Also, we would like to think that donations from local industry, including training equipment, could be used as local matching funds for Federal projects.

We also support the encouragement of interaction of basic skills instruction with the vocational education program, and also we encourage the continuation of articulation links with postsecondary programs.

I would also like to see provisions for area vocational technical schools to high industry education coordinators if they would be needed, and to be able to use adult education allocations to support that endeavor without the need for a local match.

I think overall, just for the benefit of vocational education, and our efforts to meet training and industry needs in the York County community, we would certainly support an increased amount of money coming from the Federal level to support this endeavor.

Thank you.

[The prepared statement of Roger Apple follows:]

TESTIMONY REGARDING THE RE-AUTHORIZATION OF THE CARL PERKINS VOCATIONAL EDUCATION ACT

Presented March 13, 1989, by Roger D. Apple, Director of the York County AVTS

As a vocational educator at the York County Area Vocational-Technical School, I strongly support the re-authorization of the Vocational Education Act and I would recommend that allocations be increased to provide additional monies to fund vocational training programs. Although federal dollars only represent a small portion of the total funding needed for vocational education, this money does help to provide direction in special funding categories and assists educational institutions in keeping their programs current and in tune with local business and industry standards.

The York County Area Vocational-Technical School was established by the York County Board of School Directors in 1964 to provide vocational-technical training for secondary students, out-of-school youth and adults in York County who are residents of the fourteen member school districts including Central York, Dallastown, Dover, Eastern, Hanover, Northeastern, Red Lion, South Eastern, South Western, Southern, Spring Grove, West York, York City and York Suburban. It moved into its present facility in 1969 and is presently governed by a Joint Operating Committee made up of one school board member from each member district.

The York County AVTS offers a full-time, comprehensive program that includes vocational-technical training and an academic education for students in grades ten through twelve on a two-week turn around schedule. Students may choose from twenty-two vocational programs including Auto Body Repair, Automotive Mechanics, Building Maintenance, Cabinetmaking/Millworking, Carpentry, Commercial Art, Computer Technology, Cosmetology, Diesel Mechanics, Drafting Design & Technology, Electricity, Electronics, Fashion Design Technology, Floriculture/ Horticulture, Food Preparation, Graphic Arts, Health/Dental Assisting, Machine Shop, Marketing & Distribution, Masonry & Tile Setting, Small Engine Repair, and Welding. Many of our senior students are eligible for the Cooperative Education Program. Students participating in this program receive on-the-job training by working for local employers during the two-week period they would normally be in shop. Students return to school for their academic courses. This experience provides a realistic learning experience in which the student may discover his/her true interests and abilities and gives meaning and purpose to the theoretical knowledge gained in school. Last year, 80% of the senior students participated in the Co-Op Program, and this percentage may increase this school year. Participation in extracurricular activities is encouraged and students may choose from a wide range of interests such as interscholastic athletics, vocational clubs, yearbook or newspaper staff, and band or chorus.

There are 1,150 students presently enrolled at the Vo-Tech with a student ratio of approximately 63% male students to 37% female students. Approximately 8% of our students are identified as belonging to a minority group and 18% are classified as special needs students. Twelve to thirteen percent of all participating district ninth grade students apply for admission to the Vo-Tech.

According to a recent Department of Education Survey of Graduates of the Class of 1987, 93.1% of those responding indicated that they were gainfully employed, pursuing further education or in the military. Most of the students at Vo-Tech will directly enter the work force upon graduation. 81.3% of those responding reported that they were employed, and 11.8% were enrolled in specialized technical schools, nursing schools, specialty schools, colleges and universities or in the military. 4.9% were unemployed and looking for work. Some students have also taken advantage of Articulation Agreements between the York County Area Vocational-Technical School and post-secondary institutions which have been developed to enable students to receive advanced credit for the skills they have learned while attending the Vo-Tech.

The York County Vo-Tech receives advice and recommendations with regard to the vocational programs offered from the General Advisory Committee and various Occupational Advisory Committees. The General Advisory Committee is comprised of business and industry leaders who provide valuable counsel regarding labor market trends and the needs of the business community. Each vocational program is served by an Occupational Advisory Committee made up of business people who work in the respective industry. These Committees provide recommendations on curriculum and equipment needed to keep the programs current so that students receive the education necessary to qualify them for entry level positions in their field of study.

Over the past several years, the York County Area Vocational-Technical School has utilized funding from the Vocational Education Act to help finance the purchase of equipment and to update curriculum. During the 1987/88 school year, federal funds were used to produce a videotape showcasing the programs available at the York County AVTS. This videotape is used during 9th grade visitations to introduce the Vo-Tech to prospective students. In addition, replication funds were used to develop brochures for individual shop areas. These brochures describe the shop, list what qualities are important in preparing for a position in the field, job opportunities, the employment outlook and educational opportunities. Replication grants have also been used to provide an opportunity for our teachers to visit other schools to examine their exemplary programs and return with valuable ideas that are put to use in our curriculum.

In order for our programs to remain valid, students must be trained on equipment that is currently being used in the field. Vocational Education Act monies have enabled the School to purchase several pieces of equipment which keep our shops on the cutting edge of the various industries. During the 1988/89 school year, the School plans to purchase a $20,440 Modular Computer Analyzer for the Auto Mechanics Shop; a $23,930 Computer Digitizing Processing Unit for the Accu-Router Series I for the Cabinetmaking/ Millwork Shop; and a $16,022 Programmable Motor Controls Interface Unit with Five Axis Robot for the Electrical Occupations Shop using Vocational Education Act funds. In prior years, funds have been used to purchase such items as a dental chair and X-ray processor for the Health Assisting Program, CNC woodworking router for the Cabinetmaking Program, a CAD System for the Drafting Design & Technology Program, a Hunter Alignment Rack and Fuel Injection Trainers for the Automotive Mechanics Program, and a Computer with LaserJet Printer for the Commercial Art Program.

In the past, allocations for handicapped and disadvantaged programs have normally been turned over to the Lincoln Intermediate Unit. Some of these funds have been used to supply the AVTS with classroom aides for handicapped students. Although we have not been in a position to utilize funding for disadvantaged programs in the past, a project is being prepared for submission for implementation during the 1989/90 school year.

In addition to providing a well-rounded vocational training program for secondary students, the York County Area Vocational-Technical School also operates an Adult Education Program for the citizens of York County. A wide variety of long and short-term vocational training courses/programs are offered to meet the specific needs of interested adults and business and industry. Federal funds have been used to operate a Single Parent/Homemaker Program which is jointly sponsored by the Vo-Tech and Displaced Homemakers of York and serves approximately seventy-five people per year. $21,650 in federal funding has been received for the creation of a personal computer/ autocad training lab which will be used to familiarize area employees/students with the personal computer, computer assisted drafting and other computer related courses.

Without the assistance of federal funding, many of these programs would have to be severely curtailed or eliminated. It would become difficult, if not impossible, to provide all of the equipment and programs necessary to provide the best learning environment possible and to prepare students to enter the labor market upon graduation. As the re-authorization of the Vocational Education Act is being considered, I would propose the following recommendations:

1. Provide flexibility to area vocational-technical schools and local school districts for adjusting the federal allocation of funds between special needs populations and general program improvements according to local needs.

2. Simplify the local application process to ease the administrative burden of federally funded programs and provide a less complex method of utilizing in-house matching funds for areas requiring a local match, especially for projects addressing the special needs population.

3. Encourage donations from local industry, including training equipment, to be used as local matching funds for federal projects.

4. Encourage the interaction of basic skills instruction with the vocational education program and articulation links with post-secondary programs.

5. Make provisions for area vocational-technical schools to hire Industry Education Coordinators, if needed, through adult education allocations without the requirements of a local match.

6. Provide opportunities for funding of competitive projects if there is a definite need for a particular item, even though a similar project may not have operated the year before.

7. Provide for an increased authorization of funding.

Mr. **Goodling**. Mr. Chairman?

Chairman **Hawkins**. Dr. Bollinger. Your statement is quite an indictment of the current system of providing the vocational education money to a district such as yours. I am wondering whether or not it is the size of the district that creates the problem, because obviously there would be more flexibility with a district much larger.

I see that there are other school districts nearby. Have you thought of the possibility of providing some mechanism, or seeking a consortium of districts as a means of obtaining greater flexibility? Or do you insist that the law itself is the problem, and should be amended?

Dr. **Bollinger**. I think that first of all in addressing the consortium aspect, and then secondly I would address the smallness, whether that is the issue.

Adams County had, at one time, tried to cooperatively work out a vocational technical school throughout the citizens of the county, and it did not come to fruitation. So, at the present time, and through the recent past, we have not been able to have the benefits of a vocational technical school.

So, that is what we do have to work with at the present time to prepare students for vocational education.

In looking at the map of Pennsylvania, with other counties that do not have vocational technical schools, there are others. We are not the only county.

So, there has been an attempt to have a consortium, and we do try to coordinate activities throughout the county as much as we can.

In regard to the second question, is it the smallness of the school? I would say, from what I hear from the superintendents at meetings, both in Adams, York and other counties, it is not the smallness of the school districts that caused this problem.

In fact, in preparation for today I have met with our regional vocational director from the state level, and he has indicated to me the same situation occurs throughout Pennsylvania, and what I have given to you is somewhat of a representative example of many school districts in Pennsylvania, where the per student amount that filters down is very minimal, and then with the number of requirements it really frustrates us.

Chairman **Hawkins**. Well, certainly I do not want to belabor the point, or to dismiss altogether some of the criticisms that you have made. Obviously, I would certainly agree that there is room for some criticism, and I would certainly reassure you that we will consider the various points of criticism that you have addressed.

I think they were well stated, and apart from the size of the district, I believe that many of them should be addressed.

Dr. **Bollinger**. Thank you very much. I did not mean to be over critical, but we felt you needed to have specifics.

Thank you.

Chairman **Hawkins**. Well, we do not mind criticism.

Mr. **Goodling**. Mr. Gunderson?

Mr. **Gunderson**. Two questions. First of all, without going into detail in the interest of time, are we correct in saying that this alternate year funding is a State Department of Public Instruction decision here in Pennsylvania? Is that correct?

Dr. **Bollinger**. Yes, that is a state approach to try to correct the smallness of the funding that comes through to the schools, because Gettysburg's amount looks large compared to a lot of school districts, and those school districts get something like $800.00.

So that one department can have that much they alternate it every other year. Otherwise you would split $800.00. Normally it is three ways because there is agriculture, home economics, and business education. So, with that small of an amount it does not allow for very substantial pieces of equipment.

That was why most school districts will be receiving every two years from the state, and a number of school districts have already done that a few years ago within their own school district to try and correct that problem. So now that the state has done it, it is multiplied the problem.

Mr. **Gunderson**. You have a friend here who comes from rural Wisconsin, and an equally small school district.

The last time we reauthorized we made major attempts at the paperwork requirements because I frankly had a lot of school districts who just did not participate in the Federal program. I thought we had solved most of those.

It is clear that I am going to have to go back and check with my school administrators to see if they feel the same way you do.

But, you know, it has been suggested to us that really what we ought to be doing in many areas of education, and here is perhaps one of the classic examples, is we ought to set the goals and standards for achievement at the Federal level. Above and beyond that we ought to turn it totally over to you.

Now, we would obviously have some compliance mechanisms here through the Department of Education, and perhaps I am doing wishful thinking.

How would you respond if we would, in the area of secondary education, say that you must establish an ongoing program of educational excellence and perform academically. That you must participate in the preparation and training for a high technology work place, and that you must assure us that every student is given a full opportunity to benefit totally in the programs available?

Now, with those three goals you are off. Would you respond favorably to that, or do you think that perhaps the compliance mechanisms would be more difficult than what you even face today?

Dr. **Bollinger**. I would speak from the philosophy of our district, and that would be that we would welcome that. I think that we would like to have our teachers be considered as professionals, and our administrators working with those professionals, and making sure that that happens. That the state would support that whole concept, and help us.

We would certainly not be opposed to any kind of accountability, because students are our business, and that is what we are all about. We want them to succeed.

But we also want to allow teachers the flexibility to learn, apply what they have learned in professional judgement. Like Dr. Gilhool has mentioned earlier, there is just an enormous wealth of material out that of what works, and we need to be able to apply it.

Mr. GUNDERSON. Mr. Smith and Mr. Apple, any comments?

Mr. SMITH. Those are very broad generic goals that you have established. I think that possibly at the local level it could get out of hand, and some districts could get into some problems with it.

However, as in the past when the State Department gets involved with the Federal funding, and then further refines and defines these goals, and gives us at the local level some more definition, I think that would be more appropriate.

Your goals are admirable in generic content, but in terms of some of the things you have stated I think it leaves too much jurisdiction to the local level without further definition.

Mr. APPLE. I would basically agree with those comments. If it is left to the local level completely, I think there would have to be certain controls built in so that it was monitored properly. Otherwise, I could see certain groups not being addressed for maybe there was a definite need.

Mr. GUNDERSON. It would seem to me, and I would encourage each of you to try to articulate as a follow-up to this in a letter, or something, that the real mechanism is not the follow-up regulations or standards, but it is the criteria by which we judge achievement and progress.

In other words, I do not know if it is the number of people utilizing the program that should be our mechanism, but test scores, and placement. I think that is how you judge whether this program works or it does not.

We have had the experience in job training, and some other areas where we have turned all of the authority over to the states, and they have created more regulations than we had previously at the Federal level. I do not think we want to participate in that kind of an exercise.

As a follow-up, and then I am done, I would be interested in a response from Mr. Smith or Mr. Apple. Do you agree with Dr. Bollinger, that the state mechanism of every other year funding is new? And in particular, do you agree with that arrangement or is it something that you would like us at the Federal level to try to deal with in a reauthorization?

Mr. APPLE. Just to comment briefly on it. The every other year funding only applies to individual school districts. It does not apply to the vo-tech schools.

Also, any school district who does operate ten or more of their own vocational programs would not be affected by it. They again would receive an annual allocation.

I have certainly heard comments from other school districts that they thought it was going to present more difficulty for them, knowing they are only going to have funding every other year. Concerns from the viewpoint that they would start a program this year using Federal dollars, next year when they would like to have additional Federal dollars to continue that program, they do not have any. So, any planning that they do with this has to be done over a two year period.

Judging from other comments I would say there is concern across the state with that. I think there is a rather mixed feeling. There is more money up front, which is good, and most are pleased about that. But then when they recognize there is no allocation for the following year, the difficulty is there and some are struggling with they should or should not use the money to begin with.

Mr. **Smith**. Jackie Cullen and her staff this year have taken a look at the allocations versus the grants that are available on a competitive basis, and have reduced the competitive grants and shifted monies over into the allocations.

I am one director that feels that is a step in the right direction, simply because of the fact that you are not being looked upon in terms of criteria of economic conditions, and intercity type of establishments.

Your allocations are based, basically, on your vocational participation in the state. I think that is a move in the right direction.

I still have a problem, as I stated in my position paper, with the setasides. Simply because of the fact that we are able to use the handicapped monies because of the consortium that we have with our intermediate unit, IU15, and we use the funds to place students in a vocational technical school, and then track them with a coordinator in the school.

The disadvantaged funds cause us a problem. As I have stated here, looking at the setasides, and as an educator trying to develop a program that meets the needs of slow learners in general, when I put a program together we like to feel that students can succeed in that program.

The problem I have is, that if it is disadvantaged money I can only put disadvantaged youngsters in that particular program. That just does not make sense to me, because other youngsters can benefit from that instruction. People that are handicapped and people that are identified just as slow learners, that are not labeled as disadvantaged or handicapped, I cannot put them into those programs.

Mr. **Gunderson**. I do not want to use any more time, but we in Wisconsin, do not try to segregate the handicapped. Our handicapped money is used more in the areas of counseling, tutoring, and special assistance. We try to mainstream them to the maximum degree possible. So, we do not create unique courses for them.

But, it seems to me that you all seem to be suggesting, and I am not sure I oppose it, that in terms of secondary education, if we are going to be involved, we ought to create a voc-ed block grant not all that different from Chapter II.

Dr. **Bollinger**. I have heard that mentioned by my staff. Why do they not go ahead and make it a block grant? That would be helpful. I am not sure how it would work, and I do not have any specifics for it, but I think that has been mentioned to me.

Mr. **Gunderson**. Thank you all very much.

Mr. **Goodling**. Mr. Martinez?

Mr. **Martinez**. Thank you, Mr. Chairman.

I am interested in this problem of size, because I am not sure it is just rural. Let me give you an example. In my district there is a school district that comprises one elementary school, which has a school population of about 800 students. That is small.

Throughout southern California there are school districts that are not contiguous to city boundaries. A city may be the size of your county, 72,000, but it may be broken up into three school districts. Anyone of those school districts may be in the vicinity of

30,000 total population. I think the Richard Garvis school population is less than your population here.

So I am wondering if the problem relates to smallness or size? Not being able to use the funds is not just a rural problem. But, that it is something that we might have to look at.

I would be interested in knowing how your Gettysburg school size compares to the state? Is it in the middle, or bottom, or top?

Dr. **Bollinger**. In this intermediate unit it is the fourth largest school district.

Mr. **Martinez**. It is the fourth largest.

Dr. **Bollinger**. In the State of Pennsylvania it is the 114th largest out of 505 school districts.

Mr. **Martinez**. So, that is not in the lower 50 percent?

Dr. **Bollinger**. No.

Mr. **Martinez**. Then if that problem is likened to, as we suggested, a district size then it is common here.

Dr. **Bollinger**. I was a superintendent in north central Pennsylvania for four years in a smaller school district, and they had very much the same problems from an intermediate unit that had four large counties. Their problems were very similar to what I am experiencing here in Gettysburg.

Mr. **Martinez**. Something was mentioned about setasides, and the difficulty of trying to serve a certain population with certain monies, and it not even being worth it.

There has been some talk in Congress by people who do not like setasides. But somehow we have got to target those populations. We could write language that you must serve these people.

It may be that we need to say that you have to serve them. You must serve them, but the money shall not be allocated simply for them. It would be lumped together to serve all of those populations. They must be served.

Have you some suggestions along that line from your experiences?

Dr. **Bollinger**. I think that you are exactly right. If you can have the money follow the child, and expect that the child be given quality vocational education either in special or disadvantaged, or whatever way it is needed, that school districts would have the ideas, the exciting teachers to carry it out.

I think we just need to have the opportunity to be able to do it, and a lot of school boards are very interested in providing for drop out children, and for vocational education. They would welcome the opportunity, also, to support what you are saying.

I think that more specific suggestions than that, both of our specific vocational teachers in vocational ag, as well as many of our other teachers and administrators would be very happy to meet with you with specific suggestions as you are writing this, if you would like us to. We have a very creative staff.

Mr. **Martinez**. If you provide us that by letter, we would appreciate it.

One last thing. You mentioned in your testimony on page 4, about cluster taught. In some of the hearings that I have held in my subcommittee, and in some of the studies we have read and in some of the information that has been provided for us, it is pretty certain that people do not stay on any particular job for a long period of time. They change vocations quite often. Many times they eventually end up in a field completely different from what they were educated or trained for.

But, because they had good basic skills to begin with they were able to make that transition. You talk about that. For myself personally, this is the first time I have ever heard the words "cluster taught." Could you explain that to me a little bit?

Dr. **Bollinger**. Well, it is primarily based that we would like to see basic skills, work skills kind of opportunities given to children along with the specific instruction, and that they be able to go out of the high school and learn in almost any area beyond where they go.

I will give you an example in science. Suppose you would have a student trained in biology. Then when they go beyond the high school or the college level in biology, they can then be trained in microbiology, they can be trained in genetics, genetic engineering, immunology, many fields of science. This is the way the area of science has started to work with the problem of there is just not enough time for all of the learning and knowledge that has to be acquired.

This is what, I think, we would like to see. Some type of program developed around this clustering of vocational skills, so that when the child leaves they can be retrained.

I do not think it is something very unique. It is probably something that is done elsewhere. It has been referred to by economists from the University of Pennsylvania, and it has also been referred to by futurists that have their degrees, and is in a respected area of that discipline.

Mr. **Martinez**. I think you are absolutely right, that it is done in certain areas, but, it is not universal. I think if we start moving towards teaching good basic skills in a lot of vocational aptitudes, then they can go on to almost anything, and change jobs as they would.

Thank you very much.

Thank you, Mr. Chairman.

Mr. **Goodling**. Mr. Grandy?

Mr. **Grandy**. Thank you, Mr. Chairman.

I do not have too much more to add to this. I think you have made your case very well for enhanced flexibility, which is the same case my secondary and postsecondary vocational administrators have been making to me.

You probably heard me ask the Secretary of Education about his feeling about a 20 percent shift mechanism which would allow the states to change the designation.

Another concept has been to reduce the 57 percent of the allotment, the Title II monies which go to Part A, to 50 percent to allow more flexibility into program development.

But it seems, from what you have said, you are arguing for a concept which has a basic kind of agreement, or contract, or trust, if you will, between the institution delivering the services and the state. A contract which conforms roughly to what Mr. Gunderson was talking about, delivering certain services and franchising certain populations.

But once you have kind of worked out that detail between yourself and the state, the rest of the regulations are waived, is that a concept that we can apply, do you think, for vocational education?

Mr. Smith, you said you had concerns at the local level, that certain criteria would not be met. But, it seems to me that if you could kind of tailor your request, either through a competitive grant or some other mechanism, you are going to be able to get around some of these, what you refer to as choking Federal restrictions, and deliver services to the populations and not, under the present system, be required to give back needed Federal funds.

How do you feel about that?

Mr. **Smith**. I would concur with that. That is basically what I am getting to. Presently we enter into contracts with the state, basically if you want to call it that, in that our allocations that come down to the local level, we determine if we are going to purchase equipment, or if we are going to do curriculum development or whatever, we identify the goals in this project that we submit to our state department.

We identify the goals, we identify our measures of accountability, what we hope to attain. How we implement that, that retains and remains at the local level.

It is then our responsibility to meet the goals, and the measures of accountability of that project within the confines of what we have stated, and it gives us a lot of latitude at the local level.

I find that less cumbersome than some of the present types of situations we have. I think the fact that we have a contract and agreement within the guidelines that will be established at the Federal level, some of the goals that were outlined by Representative Gunderson, and then establishing a contract with our own state department, I think at the local level that is something, as a director, I could live with, and have currently.

Mr. **Grandy**. It seems to me that when we talk about the at-risk population, which largely are handicapped and disadvantaged, at least in the case of the handicapped student you have parallel pieces of legislation. The Education of the Handicapped Act, Childrens Handicapped Education Act. Things of that nature which have in place an infrastructure to perhaps require that service to be delivered, the Individual Education Plan for example.

If you had built into that legislation a vocational component which the child could opt for, then you as the provider are obligated to provide that component. But, it is a separate pool of funds, it is a different piece of legislation, perhaps does not need to be commingled with what the purpose of the Perkins Act should be.

The disadvantaged is a little tougher to define. But again, it seems to me that if you have a state mechanism, a commission, a panel, whatever to enter into these contractual relationships with the individual providers, we would do a lot better job of maximizing our Federal dollars.

I have heard this now in Pennsylvania as well as Iowa.

Would anybody else like to respond to that?

Dr. **Bollinger**. I think that I would say that our definition of at-risk is maybe a little bit different, at least in our area. At-risk does not just mean handicapped, both mentally and physically handicapped. I know in Colorado that is the census.

I am trying to be sure that you understand that at-risk in this area tends to mean those students who are involved with drugs, that have suicide attempts, that are involved with alcohol, and many of the other disruptive youth tendencies. Those we are not familiar with large blocks of money available to support some of those types of unique at- risk situations.

So, I guess I would just enter that into the discussion.

Mr. **Grandy**. Well, let me follow your line of thought here. Are you arguing for those populations now are not considered to be disadvantaged populations, or they are?

Dr. **Bollinger**. I am not certain whether you are feeling that they are involved in the disadvantaged or not. But, basically a lot of these kinds of problems are possibly involved with another problem, and may also have some other handicapping situations. So, when we work with the child we need to look at all of those uniquenesses.

Now, whether or not that child would be covered underneath the handicapped or the disadvantaged money, I am not certain. It would tend to be if the child was vocationally targeted. Is that what you are asking? Is that student covered?

Mr. **Grandy**. Actually, I am not asking that specific question, I am making the general argument that because these populations sometimes fall under parallel categories, that it argues for more flexibility in negotiating your need with the state. I see some nods now, so I think we are agreed.

I am going to yield back my time now.

Thank you very much.

Mr. **Goodling**. Again, I thank all of you for testifying. If you have anything else that you want to add, please submit it since we will be working at this during the next year. I imagine the Senate will not get around until next year.

While the next panel is coming forth, I should mention that we have Jack Jennings from the Majority Staff, and Andy Hartman from the Minority Staff, and Jo Marie St. Martin from the Minority Staff.

[Pause.]

Mr. **Goodling**. On this panel, since he asked first, I am going to start with Ed Herr. Ed is a professor from Penn State University. I have known Ed for a long time in the area of counseling. So, we will start with Dr. Herr, then we will go back up to the top of the list with David Drosner, Jay Roberts, and Richard Reinhardt.

If you could summarize your statements it will be helpful. That gives us more time to ask questions. We all read at least at the ninth grade level, so if you have written anything above the ninth grade level we will be able to read it.

Dr. Herr?

STATEMENT OF DR. EDWIN L. HERR, PROFESSOR, THE PENNSYLVANIA STATE UNIVERSITY.

Dr. **Herr**. Thank you very much Representative Goodling for permitting me to go first. The problem I have is a flight out of Harrisburg to Boston, so I am going to have to leave here by 12:15 p.m. That is why I am sneaking ahead at this point.

Thank you also for inviting me to provide the Subcommittee on Elementary, Secondary, and Vocational Education with some perspectives about the reauthorization of the Carl Perkins Vocational Education Act.

Although I serve on the Advisory Panel for the National Assessment of Vocational Education, I will not be addressing any of that material here. Their report is forthcoming, and will have a lot of very important policy recommendations separately for the secondary and postsecondary acts.

Most of the substance of my testimony this morning has to do with four case studies which I conducted in Pennsylvania over the last several years, both at the state level and in three geographic entities.

One of the pieces of my written report is a document, which is a manuscript summarizing those case studies which have a number of tabs associated with them so that you can locate state perspectives, rural-county perspectives, medium size city perspectives, and large city perspectives more helpfully.

Given the limited time for my oral presentation I will try and highlight a few observations from my written testimony in two areas. The specific aspects of vocational education Act, and then some dimensions which relate to career guidance and counseling in the Act and outside the Act.

First let me say that I really believe that the Carl Perkins Vocational Education Act is making major contributions to achieving its twin goals of equity for special populations, and excellence in the vocational education programs available to these, and to other populations.

I have tried to summarize state level perspectives in the manuscript on pages 7 and 8, of the tabbed manuscript, and I am not going to deal with that any further because Secretary Gilhool obviously has made a lengthy presentation, and the sense that the state operation is in a dynamic state, and whatever I say in some senses may be somewhat redundant to what he said, and in the process of being changed.

With regard to the local communities, the other three tabs, suggests some of the observations that I made about the impact of the Perkins Act on these different types of communities, and the fact that the Act itself changes somewhat in its impact depending upon the political climate, the history of vocational education in that community, the degree to which various vocational educational alternatives are available, and certainly the communication and trust that vocational education deliverers have in a particular community, vis a vis each other.

I think it is fair to say, without being terribly redundant to the previous panel, that there are several local issues which continue to be obvious. One is the continuing problem of match for disadvantaged excess costs. That continues to be universal.

The need to, in some school districts, to aggregate funds, particularly with regard to handicapped and other special education populations, and then assign them to the area vocational technical school which becomes, in a sense, a magnet for special education populations, and therefore, changes the instructional characteristics and requirements of vocational teachers within that context.

The problem of providing support for regular programs, for at-risk students, as well as separate programs and separate services for disadvantaged students continues to be a fairly difficult problem in some cases.

As was suggested somewhat earlier, the problem of annual competitions through RFP's has put some school districts in a very tenuous position as to their application because they see this annual competition as putting them into a very difficult maintenance mode.

Finally, the lack of support, fiscal support in many districts for maintenance of programs. After a very short period when the programs that are initiated are included as new or expanded programs, many districts are finding that, again, to be quite risky in fiscal terms, and they do not have the resources to do that and maintain their regular programs.

Having said that, let me very quickly go on to a few other observations that I have tried to make about the content of the Perkins Act, particularly with extending available mechanisms within the Perkins Act, or certainly the images created by it, if you will.

One is that I think it would be really useful to the Perkins Act to increase its emphasis on cooperative vocational education activities. Cooperative vocational education activities certainly do increase, I think, the collaboration between schools, and business and industry.

They are increasingly seen as a drop out prevention method. They are increasingly being targeted as successes in vocational education in many national reports, and they are clearly being seen as some of the multi-dimensional programmatic responses required to reconnect at-risk youth with schools.

The second issue is that I think it would be very helpful for the Perkins Act to more fully emphasis its potential role in training students and adults in emerging areas of technology. The mechanisms are already there, but obviously the Perkins Act needs to be seen, in my judgement, as part of a broad national industrial training policy, not simply as a separate piece of legislation, however important that is.

I think its capability to address the emerging technological emphases that are occurring in our nation needs to be accelerated, expanded, re-emphasized if you will.

I do think that within that regard they need to provide training for pre-service and in-service teachers, particularly in the trade and industrial area needs to be accented. These teachers, in particular the persons being caught up with the changes and new technology in the work place, and the need to retrain them, I think, becomes a very critical issue.

From the other side of that I really also have advocated here that the Perkins Act might very well accent its emphasis on leadership personnel. Leadership personnel to provide both intellectual capital, if you will, and statespersonship for vocational education to break down some of the stereotypes. To look at new delivery systems to heighten collaboration across community sectors.

I have tried to point that out including policy makers, politicians, major employers, private industry council members as participants in this intellectual capital endeavor.

I would also argue that the Perkins Act might increase its focus, expand its focus on the school to work transition process, in which the emphasis is not simply what vocational education does in area vocational and technical schools, for example, but also as it relates to a systematic use of apprenticeships, on the job training, and other school/industry partnerships.

Within the area of apprenticeship I have tried to argue that the United States, in terms of its participation of graduates in apprenticeships and other direct company training programs, is much behind Europe and Japan. I would hope that the Perkins Act might think through that issue a little bit more fully, and attempt to re-emphasis some of the points that might be made with regard to the use of apprenticeships, and other kinds of community based entities for on the job training, and so forth.

Certainly there are mechanisms in the Perkins Act already dealing with the use of community based organizations which point in that direction. I think we would be well advised to try and accelerate and expand that area.

Certainly the area of basic academic skills is a further area that needs to be emphasized in the Perkins reauthorization. Basic academic skills, as I believe the last panel's discussion ensued with Representative Martinez I believe, suggested that the new emerging technologies require basic academic skills at a very high level. That issue is not receding in any sense. Obviously international economic development and competition requires literate work forces.

Therefore we have got to increase, I think, demonstration of other mechanisms to show how basic academic skills can be integrated in vocational education, and indeed, on the other side of that vocational education in a sense rests on a foundation of basic academic skills and is not separate and independent from those issues at all.

Skipping very quickly to the career guidance and counseling issues. Again, I would hope that the Perkins Act as reauthorized might effectively focus on the needs for pre-service and in-service training of career guidance and counseling personnel in relationship to a lot of the new Federal initiatives, including NOIG guidelines for career Guidance, the Department of Labor career decision making material, and so forth, as supportive of the efforts in vocational education.

Secondly, since choices of vocational education tend not to occur in ninth grade, and beyond, I really would hope that the reauthorization might find ways to provide for career guidance and counseling, and other kinds of pre-vocational support below the ninth grade to help identify young people who are at-risk of academic skill problems, and who themselves and their families are not aware of the tremendous range of opportunities that exist for them if they keep their options open.

Certainly in that regard, I would argue that the Perkins Act might very well extend the Goodling Even Start concept from the recent elementary and secondary education reauthorization to vocational education. Again, applying a multiple dimension approach, if you will, to the needs of disadvantaged children and their parents, to increase the likelihood that parents will become active agents in their children's education and career development. I think that is a magnificent concept, and a terribly important concept.

With that, sir, I think I will stop my official remarks and save time for questions.

Thank you very much.

[The prepared statement of Dr. Edwin L. Herr follows:]

TESTIMONY ON REAUTHORIZATION OF THE CARL D. PERKINS
VOCATIONAL EDUCATION ACT

Prepared for presentation to the Sub-committee on
Elementary, Secondary, and Vocational Education
York Area Vocational Technical School
York, Pennsylvania

March 13, 1989

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Thank you for inviting me to provide the sub-committee on Elementary, Secondary and Vocational Education with my perspectives about the reauthorization of the Carl D. Perkins Vocational Education Act. My name is Edwin L. Herr. I serve as Professor and Head of the Division of Counseling and Educational Psychology and Career Studies, The Pennsylvania State University. Although I serve as a member of the Advisory Panel for the National Assessment of Vocational Education, I do not represent that body here nor will I directly address any of the findings of that body which will be distributed to Congress in a final report at the end of this month.

The substance of my oral and written testimony submitted to you this morning is primarily a result of four major case studies on the impact of the Carl D. Perkins Act in Pennsylvania which I conducted and wrote over the past two years. These were undertaken as part of a Federal series of in-depth case studies conducted in two phases: first, the impact of the Perkins Act on state policies, management and resources in 9 states and subsequently the impact of the Act on local communities in 5 states. The four case studies I conducted included one dealing with the effects of the Perkins Act on State policies, resources, and management of vocational education in Pennsylvania. In addition, I did individual case studies of the impact of the Carl D. Perkins Vocational Education Act in three geographic entities in Pennsylvania: a rural county; a medium-sized city; and a major metropolitan area. I was asked to summarize this large volume of data into an article, which along with analyses of the Perkins Act in several other states (e.g. South Carolina, Texas), will be published in a forthcoming issue of the Economics of Education Review. I have enclosed a copy of that manuscript with some tabs indicating places where particularly relevant observations about the Perkins Act impact at state and local levels are located. Much of the content of the manuscript has to do with how the function of vocational education in a particular locality is affected by the size and history of the community in which it is located. As the manuscript suggests, the impact of the Perkins Act varies depending on the political climate, history, and vocational education alternatives available in a specific community.

Finally, as a past president of both the American Association for Counseling and Development and of the National Vocational Guidance Association (now the National Career Development Association), I have included some observations about how the Perkins Act might strengthen career guidance and counseling in support of vocational education.

Given the limited time for oral presentation, I will highlight only a few observations from my written testimony in two areas: specific aspects of the Perkins Act pertaining to vocational education which might be modified or strengthened, and career guidance and counseling in the Perkins Act.

First, let me say that I believe that the Carl D. Perkins Vocational Education Act is making major contributions to achieving its twin goals of equity for special populations and excellence in the vocational education programs available to these and to other populations. I have summarized these general State-level perspectives in the manuscript attached and suggested within it the different ways the Perkins Act is viewed, either positively or negatively, at the State level and in different types of communities and how it might be strengthened to respond to the needs experienced in these different settings.

Beyond these observations, I would like to make a few other observations about the content of the Perkins Act with regard to vocational education.

1. It would be useful for the Perkins Act to put a greater emphasis on cooperative vocational education activities as a relatively economical way to reach larger numbers of students, to strengthen the collaboration between schools and business and industry, and to serve as a drop-out prevention method. Increasingly, national commission reports emanating from various vantage points in both the private and public sectors have supported the provision of cooperative education as clearly a success story in vocational education, on the one hand, and, on the other hand, as a major element of a multi-dimensional approach to reconnecting alienated and at risk youth to education and to work. (Please see, for example, The Unfinished Agenda, The National Commission on Secondary Vocational Education, 1985; Reconnecting Youth, The Business Advisory Committee, the Education Commission of the States, 1985).
2. The Perkins Act might more fully emphasize its potential role in preparing students for or retraining workers to cope with the effects of advanced technology in the workplace or the related work role re-definitions of technologically-intensive industries. Indeed, the Perkins Act needs to be seen as part of a national policy which serves to make opportunities for retraining more even and acceptable across all populations and industries. To date, national policies dealing with retraining as exemplified by the JTPA are seen as touching only 8% to 10% of the work force and typically those with the most jagged work histories. Thus, many reliable workers who have had good skills that are becoming obsolete under the influence of the adaptation of advanced technology or other changes in work places are not being systematically addressed by national industrial (training) policy or encouraged to engage in training as a way of "banking" competencies against the time they are needed. The Perkins Act could be a major stimulus to such outcomes.
3. The reauthorized Perkins Act might include more definitive attention to strengthening both pre-service and in-service teacher education in trade and industrial education as well as to developing leadership personnel in vocational education. In the first

instance, because of the many technologies affecting major industries (manufacturing, health care, business services, finance, transportation, etc.), teachers being prepared and, perhaps more so, teachers in the field are having difficulty keeping up with technological updates and finding ways to transmit them to students. Vocational education can only be as effective as its teaching and leadership personnel. The Perkins Act might categorically address vocational personnel development as a major emphasis of Title IV. In the second instance, the Perkins Act could create summer institutes or a selected number of University Centers (maybe 8 to 10) to bring vocational educators, economic development specialists, administrators, private industry council members, policy-makers, politicians, major employers and other actors together to consider the roles and practices of vocational education within States or regions or communities. The intent here would be to create "intellectual capital" and "statespersonship" to plan, to bring innovation, to break stereotypes, and to heighten collaboration across community sectors to develop new and imaginative vocational education delivery systems. Such delivery systems might provide increased stimulation to articulation agreements, 2 + 2 or 2 + 2 + 2 plans, across educational levels in which various institutions work together to provide systematic education and training from the cluster approach to the entry-level to the technical level within job families, occupations or entries.

4. The Perkins Act might increase its focus on the school to work transition process in which the emphasis is on more systematic use of apprenticeships, on-the-job training, and other school-industry partnerships. The Europeans and the Japanese have placed much more emphasis on insuring direct connections between vocational schools and community-based programs of work transition than the U. S. According to a recent Ford Foundation report, "we (The U.S.) have the least articulated system of school-to-work transition in the industrialized world. Japanese students move directly into extensive company-based training programs, and European students often participate in closely

interconnected schooling and apprenticeship training programs...In Austria, Sweden, West Germany and Switzerland, it is virtually impossible to leave school without moving into some form of apprenticeship or other vocational training...High school and beyond follow-up interviews with a representative sample of high school seniors from the class of 1980 (in the U.S.) revealed that only 5 percent of graduates were participating in an apprenticeship training program within the first year following graduation from high school, and only 1 percent of graduates being enrolled in an apprenticeship program three years after graduation from high school. In sharp contrast, between 33 and 55 percent of all those who left school at ages sixteen or eighteen in such European nations as Austria, Germany, and Switzerland had entered apprenticeships in the late 1970's (Please see G. Berlin & A. Sum, Toward a more perfect union: Basic skills, poor families, and our economic future. Occasional Paper Number 3, Ford Foundation Project on Social Welfare and the American Future. New York: Ford Foundation, February 1988, p. 23). Therefore, our national policies might be more fully directed to increasing the cooperation of the available vocational training resources (secondary vocational education, JTPA, apprenticeships, military training, in-firm and on-the-job training, internships) in a community so that they can complement each other rather than compete for resources.

5. Since basic academic skills are so important to the productivity of workers in the emerging occupations in services and in manufacturing, the Perkins Act should provide demonstration projects or other incentives designed to integrate academic and vocational education. The nation must find ways to increase the degree to which more vocational education students learn mathematics, writing, advanced science, and computer literacy skills both to be more fully prepared to go on to post-secondary education and to be more fully capable and teachable in the workplace. Vocational and academic education need to be seen as complementary, not independent. Indeed, many courses or curricula in vocational education require strong basic academic skills as prerequisites

if their content is to be learned by students. This is true of courses like industrial chemistry, electronics, robotics, computer-aided design, fluidics, numerical controlled machinery, etc. Such course work can not be comprehended without high level basic academic skills.

6. The Perkins Act might include the support of re-training centers scattered around the nation, particularly in areas of industrial concentration, where individuals or industrial representatives can return periodically to receive technological updating. Such Centers might support teacher re-training, technical content of apprenticeships, counselor in-service and other programs.

For the remainder of my observations, let me turn to some observations which are less about vocational education per se and more oriented to career guidance and counseling.

1. The Perkins Act reauthorization might effectively focus on the needs for pre-service and in-service training by guidance and counseling personnel. These specialists need systematic training in such content as the latest trends in employment/career development; the opportunities and content of vocational education; techniques of job exploration, not just job placement; barriers to and interventions in the school to work transition; planning of career guidance programs for different populations using such documents as the new NOICC Guidelines for Career Guidance and the Department of Labor's Improved Career Decision-making material.
2. Since choices of vocational education tend not to occur in the ninth grade but earlier, it would be extremely useful if the Perkins Act advocated career guidance programs in the elementary and middle/junior high schools (K-8). Such programs should be designed to identify and work with "at risk" students and their parents; stimulate understanding of future opportunities and financial aid; and reinforce personal competence to learn basic academic skills and keep one's options open rather than taking the easiest academic routes and prematurely foreclosing academic and career opportunities.

3. The Perkins Act could extend the Goodling "Even Start" concept from the recent elementary and secondary education reauthorization to vocational education. In the latter sense, additional basic educational services, career planning, mentoring, and other support could be provided to disadvantaged children as well as their parents to increase the likelihood that parents will become more active agents in their children's education and career development. This kind of comprehensive, developmental model might yield benefits across two or three generations. Such an approach might also include many of the recommendations of the W. T. Grant Foundation Report, The Forgotten Half, relative to providing non-college bound students educational information and other support services.
4. Within the Perkins Act, it would be extremely helpful to the field to include an office in the U. S. Department of Education designed to give leadership to career guidance and counseling, to serve as a collection point for and a clearinghouse of data about exemplary programs and practices, and to stimulate modifications in pre-service and in-service education of counselors which reinforce appropriate theory and practice in career guidance. Such an office could serve in a liaison relationship to counselor professional organizations to mobilize their resources for planning and collaboration in behalf of the goals of the Perkins Act.

I hope these thoughts and the attached manuscript are useful to your deliberations.

Herr#14/mb

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The Implementation of the Carl D. Perkins Vocational Education Act in a Large Industrial State: Pennsylvania

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ABSTRACT

The implementation of the Carl D. Perkins Vocational Education Act is likely to differ across state and localities depending upon history, previous support for vocational education, organizational patterns, size, and resources available. These variables and others are discussed in relation to the implementation of the Perkins Act in a large industrial state and in three distinct geographical entities within the State.

The Implementation of the Carl D. Perkins Act in Pennsylvania

Virtually every piece of federal legislation addresses social and economic problems which reside, in fact, within States and local entities. Thus, the problems at issue tend not only to have a national but a sub-national political and economic context and a history of responses into which federal regulations and funding are introduced. Such federal requirements and support rarely occur de novo; rather they occur within a stream of events and priorities which have been precipitated by and defined in State and local characteristics, organizations and action.

The set of circumstances in which federal-state-local interactions take place is particularly important in vocational education. For more than a century, vocational education has been of vital importance to the nation's long-term implementation of the industrial revolution; to its international economic competitiveness; to the needs to provide materials for war, defense, and consumer demand; and for the structural transition to an information economy. As a result, the mix of vocational education delivery systems provided by the private and the public sectors has varied across time and by State and local areas.

It is against this complex of historical, process and structural dimensions in vocational education that the Carl D. Perkins Act must be viewed. Individual states are likely to have unique histories and contexts relative to vocational education because of different resource bases, industrial patterns, educational structures, size, and political emphases. Indeed, it is likely that the impact of the Perkins Act is variable depending upon history, organization, local or state support and other factors as they present themselves in different geographic contexts. Put somewhat differently, the impact of the Carl D. Perkins Act, and probably other Federal legislation, is likely to be interactive with the size of the State and its history on the one hand and the size and characteristics of different communities within the State on the other hand. While the content of this article does not allow the testing of such hypotheses across states, it does allow one to consider the validity of such concepts within one large, Northeastern industrial State: Pennsylvania.

Vocational Education in Pennsylvania: An Overview

Pennsylvania has had a long and intense commitment to vocational education and its delivery through a diverse system of institutional forms. The historic antecedents of the current vocational/technical education system are found in both Pennsylvania's large agricultural base and in its heavy industrial base. Each of these productive emphases has had much to do with the content of vocational education in Pennsylvania. Given economic shifts affecting family farms and other agricultural entities as well as a serious erosion of the economic viability of the durable goods industries -- e.g. steel, coal, high volume manufacturing -- in Pennsylvania, the Commonwealth is now attempting to position itself to take economic advantage of the rise in high technology and service industries. Given the magnitude and diversity of vocational education in the State, this transition in vocational education requirements involves a major planning and coordination effort.

Organizationally, in Pennsylvania there are three clearly defined categories of vocational education: secondary, postsecondary and adult. Within these categories there exists a mix of 820 public and several hundred private institutions and organizations: e.g. comprehensive high schools, area vocational technical schools (AVTSs), intermediate units, adult technical education facilities, community colleges, private trade schools, apprenticeship organizations, community-based organizations, and vocational/technical programs operating within collegiate-level institutions.

Given the importance to the economic well-being of Pennsylvania of vocational education, for more than a quarter century State and local funds have been allocated specifically to the support and to the strengthening of employment related education and job training for youth and adults across the Commonwealth regardless of the specific federal funding levels available. For example, from Fiscal Year 80 through FY 84, as Federal funds remained constant at 8 percent of the total expenditure for vocational education, the State share rose from 59 percent to 63 percent of the total expenditure for vocational education while local expenditures decreased as a proportion of the total from 34 percent to 29 percent (Pennsylvania Council on Vocational Education, 1985, p. 47). To illustrate total expenditures in vocational education, Table 1 contrasts two points in time: FY 81, several years prior to the implementation of the Perkins Act, and FY 86, a second year following such implementation.

Table 1

Contrast of Vocational Education Expenditures,

By Level, in 1981 and 1986

	FY 81		FY86	
	$ millions	%	$ millions	%
Federal	32	8	40	9
State	225	61	284	64
Local	112	31	119	27
	369	100	443	100

Source: Pennsylvania Council on Vocational Education. (1987). Eighteenth Annual Report. Adapted from Table X, p. 48.

With the implementation of the Carl Perkins Vocational Education Act in 1985, the Federal share of vocational education expenditures increased to approximately 9 percent of the total in FY 86, local expenditures decreased to $119 million, 27 percent of the total. The state expenditures for vocational education programs in FY 86 included $284 million of which the following were State categorical funds particularly pertinent to various provisions of the Perkins Act (Bureau of Vocational and Adult Education, 1986, p. 12).

Single Parent and Homemaker Programs	$ 850,000
Sex Equity	200,000
Curriculum Development Programs	250,000
Personnel Development Programs	1,100,000

Shifts have occurred over time in the location and use of vocational education and in the demographics of the special needs populations enrolled. For example, vocational education enrollments as a percentage of the total public school enrollment (grades 10-12) declined for the third straight year in 1985-86 in Pennsylvania, dropping from a high of 53.2 percent in 1982-83 to 44.1 percent in 1985-86. Postsecondary vocational education enrollments began to decline slightly in FY 86 although total enrollments in that year were some 90,040 as compared to 75,381 in FY 82. Adult vocational education enrollments increased by 10 percent between 1984-85 and 1985-86. (Pennsylvania Council on Vocational Studies, 1987).

Of particular interest within the context of the equity and access concerns of the Perkins Act is the change in the composition of the special populations currently being served by vocational education at all levels. In total, special population enrollments have declined over the past decade although the numbers of disadvantaged and handicapped being served have increased significantly.

Table 2 reports such comparative data using 1977-78 and 1985-86 for purposes of contrast. As indicated, numbers of females and minority members have declined in vocational education in Pennsylvania during the past 10 years but the numbers of disadvantaged and handicapped students have grown.

Table 2

Vocational Education

Special Population Enrollments at all Levels

1977-78 and 1985-86

	1977-78	1985-86
Female	212,079	185,952
Minority	56,390	47,632
Disadvantaged	37,048	70,219
Handicapped	11,636	18,618

Given the importance to Pennsylvania of strong vocational education programs it is clear that both the populations seeking vocational education and the levels at which it is being offered are now undergoing rapid and dynamic change.

Vocational Education, Educational Reform, and Program Collaboration

Although space does not permit a detailed analysis, it is important to note that Pennsylvania like many other states has been substantially involved in education reform in the State's schools, and in developing cooperation among all employment and training programs. In 1984, a state initiative entitled, "A plan for Strengthening the Vocational Technical System" directed the Pennsylvania Department of Education to develop new standards for vocational education including program approval standards for secondary vocational schools which take into account the needs of the local labor market. Legislative actions were sought to provide incentives to schools which met identified placement goals. A priority concern of the State government became coordination among educational institutions offering vocational-technical courses at all levels, as well as among other state and federal programs which provide job training leading to employment. The State Board of Education has developed major efforts to mainstream handicapped children into vocational education. A variety of regulatory changes have been put in place to facilitate curriculum changes which focus on the strengthening of basic academic skills for all students. Statewide curriculum models that integrate technological literacy into vocational and pre-vocational curriculum have been designed and implemented. In 1985-86, the state legislature provided $27 million for the purchase of state-of-the-art tools and equipment used in vocational education programs, in area vocational technical schools, comprehensive high schools and community colleges.

On the employment and training side of the equation, the state legislature has provided incrementally increasing funding for Customized Job Training as one of several economic development initiatives. Planning is underway to improve coordination and the more effective utilization of existing facilities and financial resources on behalf of adult vocational education. Emphases on increasing the interactions among economic development programs—e.g., vocational education, Joint Training Partnership Act (JTPA), Customized Job Training (CJT)—have become state policy. Growing interest in expanding the post-secondary offerings of vocational education, in creating articulation agreements across educational levels, and in achieving expanded partnerships in vocational education, job training, and the private sector has become more systematic in planning and comprehensive in action.

State-wide Impact of the Perkins Act in Pennsylvania

As indicated above, the Commonwealth of Pennsylvania has long allocated significant amounts of state funding to vocational education, to special education, and to the interactions between these funding resources as they affect the handicapped, criminal offenders, single parents, displaced homemakers and other "special needs" populations. Thus, the state government has evolved a complex infrastructure to reimburse school districts and other eligible recipients for services which fall within state goals and to reconcile excess costs required to achieve such purposes.

Into this history of support for vocational education and the needs of special populations as well as a context of educational reform and economic development has come the Carl D. Perkins Vocational Education Act. Since the goals of this federal legislation are so congruent with the State priorities antedating the legislation by many years, the history of the State is supportive of the intent of the legislation. However, in part because of the size and prior commitment to many of the targeted populations in the Perkins Act, state officials have been ambivalent about the impact of some of its provisions. Table 3 reports the positive and the negative effects of the Perkins Act from State perspectives.

Table 3

A Summary of Perceptions of Positive and Negative Effects of the Carl D. Perkins Act Upon State-Level Vocational Education in Pennsylvania

Positive

Neither the 7 percent limitation on State administrative costs nor the 20 percent limitation on State retention of funds from the Carl D. Perkins Act have caused major problems for the State Education Authority.

The reconstituted and smaller State Advisory Council on Vocational Education has become a fuller working partner with the State Board of Education and the components of the Pennsylvania Department of Education charged with implementing the Perkins Act.

The planning and review requirements of the Perkins Act has effected increased communication and cooperation between vocational educators and Joint Training Partnership Act staff.

Allocation formulas for flow-through funds under the Perkins Act have been simplified although essentially the same mechanisms for allocated and non-allocated funds are being used as in previous vocational education legislation.

Negative

The primary problem with the Perkins legislation is the Title IIA requirements for matching of excess costs. Definitions of excess costs are difficult, particularly in the disadvantaged set-aside and in the criminal offenders set-aside. Postsecondary institutions have particular difficulty in identifying and tracking disadvantaged and handicapped persons, formulating excess costs and matching them. Most State officials believe that if the Federal government were to pay 100 percent of the additional costs of serving target populations rather than creating the need for matches and definition of excess costs, it would be much easier to leverage State and local funds.

While State officials believe that the intent of Title IIB to improve programs is laudable, the Congress would make a greater impact by specifying its priorities more clearly in curriculum development, personnel training and research rather than let each State decide whether or not to fund such areas. Since Pennsylvania has for some time before the Perkins Act committed funds to program improvement, State officials have come to believe that program improvement requires curriculum development, personnel training, research and other aspects of Title IIB to be seen as interdependent elements of program improvement, not a collection of independent either/or elements.

Negative

Some State officials are concerned that the matching and excess costs provisions of the Perkins Act are in direct opposition to the Pennsylvania School Code's accounting, timing, excess costs reconciliation and reimbursement provisions. Therefore, the Perkins Act has disrupted a State funding and priority-setting infrastructure which was already working well.

There is a sense among State officials that the Federal Government has not yet clarified its accountability or evaluation expectations for the Perkins Act. Expected input and accountability outcomes are still vague in Federal requirements.

The prescriptiveness and structure of Title IIA of the Perkins Act seems to be in sharp contrast to that which is evident in such federal legislation as the Educational Consolidation and Improvement Act. In a State with the major commitments to planning for and funding of vocational education, such as Pennsylvania, more flexibility in Title IIA would enhance the effective integration of State and Federal resources.

As the Perkins Act attempts to bring two large systems of vocational education and employment-related training (JTPA) together, there are issues of performance orientation, power, control, coordination and leadership yet to be fully resolved.

While it is not possible within this article to compare the perceptions of the impact of the Perkins Act on vocational education with those of other states, it is likely that they would not all be the same. The perceptions of the difficulties of finding funds to match federal excess costs for the disadvantaged set-aside and defining such excess costs is likely to be shared across many, if not most states. However, in states with a different history of legislative or fiscal support for vocational education, or a less complex vocational education delivery system, or less effective state leadership in vocational education or a different or more stable economic base, the impact of the Perkins Act also may have been different. These are researchable questions but not ones for which extant data is available.

The Impact of the Carl D. Perkins Act at the Local Level

Diversity in the Provision of Vocational Education

Although there are matters of state-level history, context, and commitment in vocational education which affect local level provision of vocational education, there are also issues and perspectives which are unique to local areas which reflect differences in history, size and vocational education opportunities of each of these entities. These differences affect the impact of the Carl D. Perkins Act on these entities. For purposes of comparison three local entities will be considered in regard to their view of the Carl D. Perkins Act. The entities are a rural county, a medium sized city, and one of the ten largest metropolitan areas in the United States. All are in Pennsylvania and all have major historical commitments to vocational education.

A Rural County

When one considers the continuum of opportunities for vocational education in Pennsylvania, size becomes a likely mediating variable. Clearly, there are economies of scale, shifts in communication patterns, and changes in competition for available funds which differ with the characteristics of the geographic entity under consideration. Consideration of the Carl D. Perkins Act in one rural county in Southern Pennsylvania will illustrate some of these points.

In this rural county, there is a total population of 113,629 persons of whom 110,755 are white with predominantly northern and western European roots. About 2.8% of the county's population can be considered ethnic minority. Of this group, Blacks (2,086) represent about 75 percent of the ethnic minority population. According to 1984 statistics about 20,600 persons in the county, including 1,238 persons between the age of 16 and 21, live below poverty limits. The total unemployment rate, not seasonally adjusted, for this County for both sexes is about 7.0%, although differential employment rates excess across sub-populations: e.g. youths 16 to 19 years of age experience an unemployment rate of 20.1%, female unemployment is about 8.2%.

Against such demographic characteristics, a major point of relevance for this article is the description of the vocational delivery system available to the youths and adults of the county. First, there is no Community College in the County; the closest Community College within the State of Pennsylvania is about fifty miles away. Second, there are no proprietary schools in the County delivering vocational education. There is one Area Vocational Technical School (AVTS) providing secondary and adult programs and one post-secondary program, Licensed Practical Nursing. The school is currently filled to capacity and has a waiting list of 300 secondary school students from the five sending school districts the Area Vocational Technical School serves. The school also serves approximately 1400 adults per year in a range of short and long-term courses. There are five comprehensive high schools in the County. The vocational education offerings of these schools is limited to business education and home economics programs; four of the comprehensive high schools also offer vocational agriculture programs. The comprehensive high schools offer short-time adult courses in such areas as woodworking, business education, word-processing, vocational agriculture, home economics, foods and industrial arts.

Enrollments in vocational education in the County continue to be stable across the delivery system. Parents in the county are very supportive of vocational education and eager to have their children participate in such programs. The County's population manifests a strong and conservative religious emphasis which pervades its social institutions, including its views of education and work, and tends to demonstrate a strong work ethic and an appreciation of vocational education as symbolic of the strengthening and extension of that work ethic.

The flagship of vocational education in the County is the Area Vocational Technical School. The Director of the Area School and the Coordinator for Adult Education of the School serve on the Private Industry Council and on the Economic Development Agency Steering Committee. Thus, vocational education is actively involved in planning for every economic development initiative in the County (e.g. JTPA, Customized Job Training). Employers as well as JTPA and PIC representatives also serve on the AVTS and other vocational educational advisory councils throughout the County. Skilled persons from local industries comprise the Craft Advisory Committees and represent the occupations for which the vocational curricula provide skills. The community officials, employees and vocational educators know and trust each other and they communicate frequently, openly, and comprehensively. Obviously, the relatively small size of the community, the traditional view of the work ethic and vocational education's contribution to it, and the lack of competition among vocational education programs for students and funds are important ingredients in such positive interaction.

Size of community also figures into the delivery of vocational education in the County in other ways. For one, economy of scale suggests that it is not possible for each comprehensive high school to offer the range and complexity of vocational-technical offerings which can be concentrated in one institution. Therefore, the ATVS becomes a vocational education "magnet" school for the County as a mechanism to provide a range of courses for students with different amounts of capability and types of interest.

Size and economy of scale become important in other ways as well. For example, of the 166 secondary school level handicapped students in the County in 1985-86, 150 of them attended the Area Vocational Technical School. This large concentration of handicapped students in the AVTS is also a function of the pooling of the handicapped monies set aside from the Perkins Act for the comprehensive high schools and the AVTS and the reallocation of these monies to an Intermediate Unit which then assumes responsibility for the special needs students in the AVTS and in the comprehensive high schools. Thus, there is created a critical mass of students and services primarily in one location by which to maximize the impact of funds available. Put another way, the amount of funds allocated from the Perkins Act per School District is so small (the range in 1986-87 across the five school districts from the Perkins handicapped set-aside was $666 to $4,293; the Area Vocational Technical School received $12,130) as to be of relatively little impact unless they are combined with larger amounts of State and local funds and assigned to the Intermediate Unit which can aggregate the County's funds to provide more comprehensive service.

Although there are 410 disadvantaged students in the County's secondary schools, no disadvantaged funds were received from the Perkins funds because of a lack of match. Nor are funds applied for in the County for sex equity, single-parent homemakers, criminal offenders or program improvement. Other than some of the special services provided by the Perkins Act, the Act is not seen as an asset to vocational education in the County. The reasons for this perception are several. Local funding authorities are skeptical of applying for federal funds because they are seen as "seed money" which can be withdrawn at any time. Further, the application processes are seen as cumbersome, necessitating more expenditure of energy and resources than is likely to be gained in funds received.

Finally, it is assumed that the goals for vocational education in the County are local, not federal goals, and therefore local resources should and will be available to achieve such goals.

A Medium Sized City

Situated in northeastern Pennsylvania, the city has a population of 51,551 persons. Based on the 1980 census, the persons living in the city are predominantly Caucasian but of diverse ethnic background. Ancestral backgrounds tend to be Polish, Italian, German, Irish, and English as the predominant groups. The minority population of the area is small. Only 1.46 percent of the population is minority and about half of the population is Black. While the cost of living in the area is low, the socioeconomic characteristics of the area are also low and unemployment is high. About 5.1% of persons in the area live below the poverty line. The average annual wage was $15,470 in 1985. In 1986, the unemployment rate varied from 8.5% to 10.5% with an average of about 9.2%. For youth 16-19 years of age the 1985 unemployment rate was 18.7%; the female unemployment rate was 11.3%.

Unlike the rural county described previously, the vocational education delivery system serving the city is a comprehensive one. There is a large Area Vocational Technical School and a County Community College. The comprehensive high schools in the city offer business education programs, industrial arts programs, and a non-vocational home economics program. There are some 15 proprietary schools in and around the city which offer training in automotive skills, modeling, cosmetology, business, computer operation, welding, electronics, truck driving, and heavy equipment operation. There are also five other higher education institutions in the area which offer some post-secondary vocational education or short courses for adults.

At the secondary school level, the AVTS is the principal provider of vocational education for the city other than business education which is provided by comprehensive high schools. The AVTS provides one post-secondary school vocational education program, Licensed Practical Nursing. The AVTS also offers a range of adult courses in the evening and apprenticeship training under agreements with two unions. The AVTS and the Community College have articulation agreements in place for students graduating from programs in drafting, electricity, electronics, fashion careers, health occupations and dental assisting, mechanical drafting, plumbing and restaurant practice/food handling. There is also a cooperative curriculum effort between the AVTS faculty and the Community College in the areas of Robotics/Automated System Technology, Laser/Electro-Optics, Computer Aided Design, developing, managing and evaluating interactive video and computer assisted instruction.

Because of the articulation agreements, the AVTS has chosen not to compete with the Community College for Customized Job Training Programs and is not permitted by its operating board to compete for JTPA training programs because of the performance standards for placement required to receive cost reimbursement. In addition, the AVTS has relinquished post-secondary programs to the Community College and to the other higher education institutions in the area.

In order not to infringe on the proprietary schools, which are principally schools of cosmetology, the AVTS does not offer adult evening courses in such emphases. In addition, they have agreements with local cosmetology schools in which secondary students enrolled in the AVTS can get some extra instructional hours if needed or get their teaching license from the schools.

The Community College provides technical career programs in a wide-range of specializations for some 2800 students, of whom 19 are minority. The Community College does provide extensive training under Customized Jobs Training, JTPA and Ben Franklin (Advanced Technology Training) auspices.

As suggested above, the providers of vocational education have worked out an arrangement by which their competition for funding is minimized and although there is some overlap in purposes and populations served, the AVTS, Community College, comprehensive high schools, proprietary schools, and the other higher education institutions in the area have each carved out a niche which other institutions respect and tend not to violate. The mediating variables which explain such circumstances appear to be size of the community and ease of communications among the providers and between the providers and the economic development and employment communities. The variable of size seems to be interactive with the level of communications among the actors. To wit, vocational educators in each of the institutions concerned know each other, know and respect the particular competencies of the persons and institutions involved, are represented on the economic development councils of the city, and are familiar with the employers and Private Industry Council members who need the training which can be provided by the different segments of the vocational education community.

The use of the Perkins funds for handicapped students at the secondary school level can be contrasted with the other funding available from the Perkins Act by stating that essentially few other funds are applied for or used. Although there are large numbers of disadvantaged students distributed throughout the secondary school and Community College populations, disadvantaged funds from the Perkins Act are not used because of the problem of match and excess cost definition. Funds from the Perkins adult set-aside are used to defray some costs of adult education but no Perkins monies are used from the set-aside for sex equity, single parent/homemaker, criminal offender, or for program improvement. Clearly, vocational education in this medium-sized city is comprehensive in its scope, innovative in its content and processes, and a vital asset to the community in advancing economic development. There is significant and continuing local funding support for vocational education as well as the use of multiple-funding sources for the provision of vocational education for specific purposes. For these reasons, as well as those of excess cost definitions, the lack of match available for disadvantaged students, and the uncertainty of funding derived from annual RFP's, the funds available from the Perkins Act are not comprehensively used nor applied for even though the various providers of vocational education are eligible both for target population set-asides and for program improvement funds.

An obvious problem for the secondary schools and the Community College is a lack of funds to provide the match required to obtain monies from the disadvantaged set-aside. A second concern is that program improvement. sex equity, single-parent/homemaker, consumer and homemaking funds are all distributed in Pennsylvania by Request for Proposal (RFP). In general, local authorities perceive such funds as uncertain, as short-term, and as costing the city more funds to write proposals than are likely to be forthcoming. Beyond that issue, the perception is that since the set-aside in these areas are annual competitions, maintaining staffing is a serious problem and the LEA is constantly at risk to provide program costs because of the vagaries of timing of funds allocation and the uncertainty of receiving awards through the competitive process. A third perception is that different performance criteria and what are seen as contradictory guidelines and assumptions in Perkins and in JTPA legislation tends to divide the vocational education and economic development communities rather than unify them. Therefore, they see the federal attempts to constantly improve or innovate the system without providing for the maintenance of the system, as in the Perkins Act, to be counter productive.

A Metropolis

This city, one of the ten largest in the United States, has a population of over 1.7 million persons. According to the 1980 census appoximately 980,000 were White; 638,000 were Black; 63,570 were Hispanic; 17,764 were Asian-Pacific Islanders and the remainder were distributed among other ethnic minority groups. The Private Industry Council (PIC) estimates that 35 percent of the city's population can be defined as economically disadvantaged even if they are not eligible for or receiving public assistance.

Within this context the links between vocational education and economic development are numerous but, because of size and scope, bureaucratized and formal. Vocational education providers across levels — e.g. secondary, post-secondary, adult -- do not know each other intimately and the perceptions of employers and sometimes the economic development agencies tend to be more stereotyped than informed. For example, while the school district has more than twenty innovative programs of vocational education and diverse program offerings available in skill centers, schools within schools, and area vocational technical schools, awareness of this diversity, innovation, and quality tends to be obscured by the sheer magnitude of the enterprise, the differences in the amount of contact employers have with different parts of the system and the degree to which different vocational education providers interact with each other. Therefore, some tensions arise between the school district, the community college, JTPA, and employers because of overgeneralizations from single events to all parts of a complex system or misperceptions of each other's functional limits as these are prescribed by institutional policy or resource constraints. The Private Industry Council (PIC) does not know in depth what programs are offered in the secondary schools or in the Community College. While PIC, through JTPA, the Community College, and the School District often offer programs with the same names, they are not the same in content nor in populations served. PIC seems to be operating an alternative vocational education system, comprised largely of proprietary schools and community-based organizations rather than finding success in efforts to use the facilities and personnel available in the School District or the Community College. The explanation for this phenomenon from PIC's standpoint is that the overriding need of the people they serve is immediate jobs, they want a quick turn around of 4 to 6 months in training rather than a year or two; they do not equate education and jobs. Such a perspective may be accurate but there seems to remain considerable room for more effective communication and planning if the economic development goals in the city are to be fully served and no segment of the available vocational education delivery system is to be treated as a "bastard child."

Given the size and diversity of the metropolis, every category of vocational education exists at every level — secondary, post-secondary, and adult. In order to contrast the size of vocational education in the large city, with the medium sized city and rural county, some highlights are useful. For example, within the school district, there are 32 comprehensive high schools, area vocational technical schools and skills centers offering vocational and technical education curricula. On an annual basis, the Private Industry Council of the city works with over 1500 employers to develop training programs and jobs. PIC provides training through sub-contracts to 71 providers; over 3,100 adults are annually placed in permanent full-time positions. In the Yellow Pages of the city telephone book, there are 27 pages listing proprietary schools, offering training across the occupational spectrum. The city Community College offers six major vocational curricula leading to Associate degrees and an additional one year certificate program.

The diversity of the vocational education system in the metropolis is funded by multiple sources. Approximately 85 percent of the school district's vocational education offerings are provided by local and state operating funds (42 percent comes from the District budget; 58 percent are state subsidies). Somewhat less than 10 percent of the total cost of vocational education in the school district is provided by Federal funds (e.g. Perkins, JTPA) with the remainder supplied through the sale of bonds for specific purposes.

Some categorically funded vocational education and support programs in the city are 100 percent funded by Carl D. Perkins Vocational Education funds. Others, most notably those for the handicapped and disadvantaged, require a match of local or state dollars. This matching requirement has forced the school district to turn down Perkins funding in excess of $1 million for the past fiscal year to which it is otherwise entitled due to a lack of matching dollars. This condition has caused the amount of federal funds utilized for vocational education over the past three years to be reduced as compared to the previous vocational education legislation.

While the District has been able to match its one million dollar entitlement for handicapped students each year, District personnel view the entitlement as providing roughly 40 percent of what is needed to provide the services handicapped students require and to keep up with salary increases and other program costs. The Community College also receives both handicapped and disadvantaged funds from the Perkins set-aside. Because of the availability of state funds and the structure of the Community College funding sources, it has been able to match handicapped and disadvantaged funds from the Perkins without difficulty. The School District has been able to match the Limited English Proficient provisions of the Disadvantaged set-aside of the Perkins Act through a special budget appropriation in the School District budget even though other disadvantaged funds had to be turned back.

The School District also receives Perkins funds for its Adult Vocational programs but is constantly concerned about the status of these funds since they do not have to be matched but are competitively allocated on an annual basis. If the District's proposal each year is not competitive, roughly one-third of the District's programs would be affected. The uncertainty of such funding has been experienced by the school district since it now offers no sex equity programs funded by the Perkins Act. The district's proposal was not judged sufficiently competitive by the State officials to receive sex equity funding. The Community College has received competitive funding under the single parent/homemaker provisions of the Perkins Act. The School District has received major support from Title IIIB Program Improvement funds for each of the past three years; the Community College has received minor support for one program of direct employment training for adults. The School District has also received major funding for work with Community-Based Organizations under Title IVA and for the provision of extensive Teen Parent programs under the provisions of Title IIIB. No other institutions in the city have received Perkins funding.

It is quite clear that funding from the Carl D. Perkins Vocational Education Act is very important to the city. Both the Community College and the School

District seek to use their entitlements for handicapped and disadvantaged students as fully as possible. They also compete through the RFP process for other Perkins Act funds. However, there are funding issues which primarily concern the School District and to a lesser degree the Community College.

The current Perkins Act mandates in relation to services for disadvantaged students poses the School District problems in using the funds available to it. One problem is that there is not a state match for disadvantaged funding. While the State legislature allocates substantial funds for handicapped students, no monies are allocated by the State for use with disadvantaged students. In the metropolis which has continuous financial problems trying to keep its regular programs intact, there are few local dollars which can be targeted exclusively to the disadvantaged for purposes of match.

A second problem with the Perkins mandates for disadvantaged students is that Federal policies require that disadvantaged students be served separately, apart from regular students. Such segregated programs cause philosophical and practical problems about which School District personnel are concerned because both the problems of match and the problem of separated programs have served to reduce needed services for disadvantaged students.

According to school district authorities, the law's provision that only remediation in academic skills directly related to vocational subjects can be offered limits the impact of remedial effects when many students coming to vocational education have basic and wide-ranging deficiencies in academic skills that cannot be comprehensively addressed.

There are some other important matters which are worth noting. Under program improvement provisions of the Perkins, as defined by Pennsylvania, the two year period before a program is considered no longer new and must be maintained at local cost is a serious problem for the School District. Further, as a major urban school district with all of the financial vagaries of keeping regular programs viable, it is difficult to commit to the uncertainties associated with competitive responses to RFP's and to the matching and excess provisions of the various set asides. If funding for competitive programs under the Perkins Act is not available for more than two years, the District frequently cannot absorb program costs and services decrease.

A serious problem in the Perkins Act as perceived by the school district Act is the inability to serve students before grade 8 although the actual choice of curriculum and courses takes place in 8th grade and needs to be anticipated and earlier special programs put in place relative to skills remediation for and choice of vocational education. In addition, students must decide in the 8th grade whether to go to a comprehensive high school or an AVTS., If they choose a comprehensive high school, they can likely get into a Skills Center program on a week about basis. To do so, however, they must stay an extra per[illegible] day to participate. If students do not choose the AVTS, a full-time school, to enter in 8th grade, it is not likely that they will be able to enter one at all because of the waiting lists for such opportunities. The fundamental point is that unless the Perkins Act allows for increased pre-vocational activity, support of remediation, etc., prior to 8th grade, there will be a lack of assurance that in the future a supply of students who want to be in vocational education and can perform the skills necessary will be available.

Conclusion

The intent of this article has been to discuss some of the state and local characteristics which are likely to effect the implementation of the Carl D. Perkins Act. As discussed in the analysis of the State responses to the Perkins

Act as well as those of three local geographic entities, history, tradition, organizational structures, resource bases and size tend to interact in how the Perkins provisions are viewed and in the impact they have on equity and excellence considerations in vocational education. Thus, it is not possible to view the impact of the Perkins Act in absolute terms; rather such impact is likely to be contingent dependent upon an array of State and local level factors.

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Mr. **Goodling**. What we tried to do with the rest of the panel, Mr. Chairman, is have a small business, and a large business representative, and have labor tell us what they think we should be doing in the area of vocational education.

Mr. Drosner?

STATEMENT OF DAVID DROSNER, MANAGER, EMPLOYEE SELECTION AND DEVELOPMENT, CATERPILLAR, INC.

Mr. **Drosner**. Thank you, Congressman Goodling, for the opportunity to participate in this hearing.

Chairman Hawkins, Congressmen, I have been asked to speak to the subject of how is vocational education meeting industry needs. In a nutshell, I would offer the remarks that vocational education is meeting those needs the best it can, but that needs to be much better in the years ahead.

In my responsibilities for recruiting and training a work force at the Caterpillar/York Plant, I have found myself more and more involved in the utilization of community resources to help the plant in the monstrous undertaking to prepare the work force for a recently undertaken plant modernization.

Our York facility employs 2,600 people. We were very pleased to celebrate our 35th Anniversary in York with a real nice event at the plant last summer. That was attended by employees, families, and over 12,000 people came out to the plant to wander through the facility and see what is going on.

Many of those people were very surprised at small examples in the factory of installations that look quite unfamiliar to them. I would venture to say that if we invited all 12,000 back in the next two to three years they would not recognize the factory at all. The change underway at our facility will be that dramatic and that complete. We will have, essentially, a new factory.

Let me just give you a quick example of the change that is affecting many of us, all of us really. Most of the people in the plant are machine operators, and you could describe them today, in a sense, as people working on stand alone equipment utilizing pretty much mechanically driven mechanisms. A high amount of tooling and fine adjustments, a lot of manual skill involved. One set up in running the machines then, pretty much operate themselves with the operator tending the machine and checking quality.

If you will, the new installations will require the same operator to operate a computer numerically controlled complex instead of a stand alone machine mechanically driven. He or she will be operating a computer numerically controlled machining center passing along parts to a turning center, maybe a grinding center, and the entire operation linked by a computer integrated manufacturing network which accounts for production systems, inventory, quality, and so forth.

In addition the operator runs the entire installation through terminals, either a programmable controller or CRT's. Now, that environment is, and we are convinced it is a productive highly effective manufacturing system that will enable our York facility to compete with similar manufacturers anywhere.

We are also convinced that the limitation on our success will not be the tools, or the systems. The tools and the systems are available today and have been proven as effective.

Our other limitation on success will be the ability to educate and train our work force to effectively use these tools. To do that we cannot undertake this job by ourselves. We are looking out to the community for help. We are finding some of that help in a number of institutions, and I would like to mention a few things that we have recently started that appear very encouraging.

One is, in order to prepare the work for the advanced technology we have invited them to upgrade their skills. We are very pleased to see 310 employees voluntarily elect to acquire skills leading from virtually no machine shop background to computer numerically controlled competent operators.

We have asked vo-tech to help us with this. They are presently training employees through phases I and II, which is fundamentals and then some introductory CNC. However, the third phase, the hands on operation on state of the art is in our own plant.

Our machine repair mechanics and electricians are finding themselves at Penn State in either selected courses for mechanical or electrical engineering technology. Our machine repair apprentices and electricians are required to go there to achieve almost a full two year degree in order to prepare them to trouble shoot and maintain these advanced installations.

We found that all of us in the plant really need an understanding of what computer integrated manufacturing is, and what it can do. So, we have looked around for a lab to help us with that awareness. We could not find one existing in this area, so with the help of our general offices we brought to York a simulator, if you will, set it up at Penn State, and are working today to try to enable the community to have such a resource available for community use, not just the plant.

All of this has led to some ideas on this whole subject of vocational education that we hope you would find useful, and certain recommendations we would make for vocational education in particular.

First, speaking of vo-tech and primarily working with Roger Apple's people here in York, we find that they desperately need more up to date equipment, and effective equipment.

The basics of manufacturing are really not changing in the advanced automation world, and we need a facility that can effectively train people in the basics using equipment that is not prone to break down, or just plain so old that no one has seen those before nor will again in the private industry.

There needs to be an additional capacity at vo-tech to train adults, and to help with educating adults. The people we will have in our modernized factory are the people in place today, and we need a place to help with the education and training.

The budget presently allocated to vo-tech for adults is not nearly adequate to meet the needs. Just an example, of the 300 or so people involved in our machine upgrade program a 105 are presently at vo-tech now, and that utilizes their facility four days a week on two shifts, and it fully utilizes their adult education capacity just for that one program.

We also see vo-tech lacking behind other institutions in comprehensive offerings. Not just in hands on labs, but also in the broader base of education and training. Facilities like Williamsport offer an excellent model in ability to use relayed hands on training with an upgraded classroom instruction with further, more complex hands on training to produce a quite high level of skill and ability, which is going to be needed in the automated factories.

We have a few recommendations we would like to offer to vo-tech, and one is the need to encourage or recognize and encourage linkages between degree granting institutions, private industry, as well as the vocational institutions themselves. There are just not enough resources to go around and duplicate in this area of advancing technology. We need to find ways of sharing expertise, both hardware and instructors.

There needs to be, again, a larger appropriation to the adult education function. Industries cannot keep reinventing the wheel. We have got to be able to utilize community resources to help in the education of the training of the work force.

Lastly, there needs to be some investigation and utilization of more non-traditional methods of instruction. In our modernized factory we will not be able to take a whole department of computer numerically controlled machine operators out for a class. The factory literally would not run. We have to be able to reach individuals as individuals, develop instruction systems that support them wherever they are in their area of expertise and knowledge, and build on that.

We are being forced to look at some rather startling methods in their effectiveness. Interactive video, for example, is helping us today with simulating CNC machine operator panels. Individualized computer based instruction is very effective in two ways. It gets people using a computer, and it also challenges them on an individual basis, and we are seeing great strides made by individuals in augmenting their knowledge and skill through that method.

So, the one thing I would like to conclude with is that it has been an extremely rewarding process working with this challenge. It is one thing to build a product and meet production schedules, but it has been quite another to see members of our work force who backed away from furthering their skills because they were terrified of computers, and not sure they could interact with CRT's, not only do that but then blossom out and increase their level of understanding and skill. It is really remarkable.

Age is not a barrier, nor is, we are finding, previous education to an extent that we can provide that as we go. So, it is an extremely encouraging area, and we would hope great strides are made in this field.

[The prepared statement of David Drosner follows:]

CATERPILLAR INC.

P.O. Box No. 787
York, Pennsylvania 17405

U.S. HOUSE OF REPRESENTATIVES COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION
REGIONAL HEARING 3-13-89

SUBJECT: HOW VO-TECH IS MEETING INDUSTRY NEEDS

Good morning, my name is David Drosner. I am the Employee Selection and Development Manager at Caterpillar's York Plant. The plant employs 2,600 people and is in the process of major modernization to install Computer Integrated Manufacturing and Just-In-time production methods.

In conjunction with my responsibilities at Caterpillar, I serve as Chairman of the York Manufacturing Association's Education Committee, and as Vice Chairman of the Advisory Committee of York Area Vo-Tech. Additionally, I am a member of technical advisory committees of Penn State University-York Campus and Harrisburg Area Community College.

I am pleased to be here today. Thank you for the invitation to present information on the topic of how vocational schools, particularly York Area Vocational Technical school, are meeting industry needs.

The modernization effort underway at the plant has underscored the need for availability of education and training for our workforce in fundamentals of Computer Integrated Manufacturing and new operating systems that affect virtually every job in the plant and our suppliers as well.

Let me briefly list the most significant changes plant modernization has on our workforce:

TODAY	FUTURE
MANY SINGLE PURPOSE JOBS (Drill press, lathe, grinder, entry jobs etc.) integrated manufacturing network.)	MULTI-FUNCTION JOBS (Computer numerical control machines linked by computer
VARIETY OF UNSKILLED, SEMI-SKILLED SKILLED WORK	LOW SKILLED TASKS COMBINED WITH HIGH SKILL POSITIONS
MANY REPETITIVE TASKS (Operation of single purpose machines.)	MANY VARIED TASKS (Operation of advanced technology equipment and a network.)

RELIANCE ON EXTERNAL CONTROLS (Foreman, Inspector, directs operator.)	RELIANCE ON INTRINSIC CONTROLS (Operator directs own multiple functions.)
MANUAL WORK (Operation of mechanical equipment.)	MENTAL WORK (Operation of systems and equipment through terminals and machine controllers.)
STAND ALONE JOBS (Traditional machines and processes.)	TEAM ORIENTED JOBS (Cellular Mfg. and CIM linkages; more team directed functions.)
RELIANCE ON MANY SUPPORT GROUPS (Expediters, programmers, other specialists.)	SELF RELIANCE (Expanded jobs include many support functions.)
SLOWER PACE OF CHANGE (traditional factory.)	RAPID TECHNICAL CHANGE (CIM, Automation, operating systems.)
LEARNING MILESTONES (Formal education stops after high school, apprenticeship, college.)	CONTINUAL LEARNING (On Site and off site courses and training, non-traditional approaches where education is part of the job.)
CLOSE CONTACT WITH THE WORK, PROCESSES	OPERATION THROUGH CRT
MANY SIMILAR JOBS	UNIQUE JOBS WITH MINIMAL BACKUP

Caterpillar is committed to remain competitive and a world leader not only in the products it produces but in the method of manufacturing those products at the York facility. Competition, global market conditions and a renewed commitment to excellence in manufacturing are driving these changes.

How do these changes impact on our neighboring educational institutions including Vo-tech? Let me offer some specific examples:

Caterpillar York employees are being offered the opportunity to upgrade their skills through a three-phase training program which covers basic machine operation, CNC machine fundamentals, and hands on operation of state-of-the-art CNC machines. The first two phases are offered by York Vo-tech at their facility. The program was developed and implemented through a team of management, United Auto Workers Local 786, and Vo-tech personnel.

York plant Electricians and Machine Repair Mechanics are taking selected courses from the Mechanical and Electrical Engineering Technology Programs at Penn State University as part of their workday.

Recently hired entry level Engineers are receiving hands on machine operation training through a special program conducted by York Vo-tech.

revised selection system for factory jobs which will be in place April 1 will require more preplacement training of new hires. This training is similar to the Manufacturing Skills Upgrade program presently underway at Vo-tech...so their role will very likely expand again.

These are a few examples of the how the plant is using community educational resources to meet an urgent need for training and development of the workforce. This need is expected to continue as a high priority through the period of our plant modernization (next two to three years), and remain high.

The plant's recent involvement with area educational institutions as extensions of its training and development efforts has surfaced specific concerns and future problems. Relating specifically to Vo-tech I can offer these concerns.

1. The age, condition and limited variety of machines at Vo-tech are not adequate to meet needs of CNC manufacturing. The plant has found York Area Vo-tech to be very willing to offer assistance in their areas of expertise...and the present operator training program is off to a successful start. However, Caterpillar was forced to install training machines in-house to train employees on representative production equipment. Eventually, we would advocate that Vo-tech develop this capability so Caterpillar, as well as other manufacturers, will have a resource for training.

2. Vo-tech is at full capacity with their present number of machines and instructors; they need more space and instructors for adult education. Presently, 105 of the 319 Caterpillar employees who are enrolled in phase I of the Manufacturing Skills Upgrade program are training at Vo-tech. The program, which operates on a four day, two shift basis, fully utilizes their adult education capability.

3. Vo-tech lags behind similar institutions in advanced technology offerings. Williamsport Community College is a fine example that meets technological training needs.

Caterpillar's experience with development of education and training for its workforce points to a need for upgrading the adult education resources available in the community; particularly where college credit and traditional university courses are not appropriate. For example, the company developed a Computer Integrated Manufacturing laboratory to train in the concepts of CIM because no suitable community resource was available. With help from our corporate training staff, we brought to York a mobile CIM lab which was set up at Penn State York for training Caterpillar employees. Through a combined effort of PSU and Caterpillar, a CIM lab for community use is now a reality in York.

Other examples of urgently needed education and training are quality control processes such as statistical process control, personal computer operation and office automation systems, problem solving techniques and group teamwork processes, and CIM manufacturing techniques.

These offerings need to be available through new partnerships where expertise and facilities for relevant hands on training can result in benefits for the University, Vocational Schools and private industry. Much duplication of resources could be saved through partnerships.

One additional concern should be expressed which may be unique to the York Area Vo-tech. The structure of operating Vo-tech as a high school with a rather complicated system of management by area high school administrators results in an inadequate budget for adult education. At the same time, an increasing number of students lacking basic educational skills are graduating from the high school systems which will put even greater pressure on an already too limited adult education budget.

A bigger adult education budget is needed to attract and retain high caliber instructors who can design courses and training relevant to advanced technology applications. Vo-tech schools need to compete for technical experts who are already in very short supply.

Staff are also needed to research, obtain and use latest instructional technology systems like interactive video to help individuals progress in basics such as reading and math. Much courseware and training hardware already exist in individualized formats which can increase effectiveness of Vo-tech instruction.

As industry implements validated selection systems which screen those lacking basic skills, the population needing a way to acquire entry level skills and knowledge will increase. In our company the entry level is rapidly increasing to somewhere between a two-year associate degree and at least some technical training after high school. A recent article in the Wall Street Journal summed up the situation rather well with the headline "Smart Machines, Smart Workers."

I will be glad to respond to questions you may have. Thank you for the opportunity to speak to you today.

DADrosner

Mr. GOODLING. Mr. Roberts?

STATEMENT OF JAY ROBERTS, PRESIDENT, LOCAL 786, UNITED AUTO WORKERS.

Mr. ROBERTS. Good morning Congressman Goodling, Chairman Hawkins, and Congressmen.

I am very happy to be here this morning as a labor spokesperson, if you will, in regards to vocational schools and their relationships to industry and labor.

Being from the same facility as Mr. Drosner, maybe I can cut my remarks and make it a little briefer, and just give you the labor perspective on it.

During the early 1980's we found ourselves borderline in York Caterpillar Incorporated as far as the labor force. We were on the fence. The company was looking at diverse ways to consolidate manufacturing efforts, and our plant was looked at as being closed.

Fortunately for us, we made it through that critical period, and we realized to protect ourselves and to be a good corporate citizen, if you will, that we must somehow address our ability to maintain and be one of the corporate leaders as far as our workers go. Our skill level is vital.

After the decision was made to keep us open we, locally, from the labor perspective approached the company and requested a joint training venture to do just that, to update our skills. To make us some of the most highly qualified technical experienced people that they have. Thus making us one of the most viable, and vital corporate citizens, ensuring our future.

This thing grew, quite honestly, and about 1987 we invited York Vo-Tech to become a member of our training venture. When they came on board we found an area of expertise we were sorely lacking. They helped us in our formation, and development of a customized job training grant here in Pennsylvania. We are waiting on word on the disposition of that particular grant at this time.

We are looking to utilize any and all funding available to meet our needs. We are looking at sharing this information with our other labor brothers and sisters in the area. We see, through our involvement to this point in time, a shotgun approach, if you will, by industry in the area to effectively meet their needs.

We feel that if vo-tech could become a more viable training institution, whereas they would have the equipment and technology available, in-house as Dave spoke on, that industry in the area will take a second look at maintaining its base in manufacturing here. That we can coordinate the efforts, stop the shotgun approach, saving funds both by industry, state and local institutions, governmental institutions, labor itself.

The UAW, which I am very proud to be a part of, has taken in many of its national agreements, and negotiated into that a training fund. A fund which is paid for, if you will, from diversions from the employees cost of living adjustments, and they have set up guidelines to follow, and we are presently involved in one of those joint training activities with vo-tech.

They set up the guidelines to follow for distribution of those funds, and one of the criteria that they looked favorably at is when you have an outside training resource as part of your total scenario for that project.

I am very happy to say that through our efforts locally, we have gotten two years of funding which total a little over $600,000.00 for instructor fees primarily to upgrade our skills in our plant.

The York 2000 planning commission report stated something that is a very deep concern to labor, especially to the manufacturing sector, that in 1980, 50 percent of the available jobs were in the manufacturing sector. That figure is projected to drop to 35 percent by the year 2000.

Labor's concern is, if we do not provide an ongoing method for the retention of present skills, and upgrading of those skills, along with advanced skills necessary in the future for the technology that Mr. Drosner spoke on, that that percentage of 35 percent could drop below, way below that.

We must come up with ways to prove to industry that we are a viable capital resource. That is, the human resource of labor itself. That we are willing to retrain, be trained, and become productive, quality people.

There is an additional attachment that is not referred to in my written statement. I just got it this morning and I want to make sure that the committee got it. The source of that information is the UAW Capital Report dated March 10, 1989. In that report we are referred to as a human capital resource, and they point out that there is a possible deficiency forthcoming in the 1990's of that resource.

Something needs to be done to retrain the workers that are out there, and to pre-train, if you will, the elementary and high school students of today.

I was very happy to hear Mr. Apple's comments that part of the money we are looking at today is used for updating of equipment. If vo-tech is to become that reliable training source out in the community there will need to be an influx of monies to update the present equipment they have in-house. Some of the equipment that they are using today, although will train in basic understanding, will not prepare or retrain the people that are presently out there to do the job that is going to have to be done through the 1990's, and the year 2000.

On that note, not being an expert on Federal funding, I will pass on the microphone.

[The prepared statement of Jay Roberts:]

UNITED AUTOMOBILE · AEROSPACE · AGRICULTURAL IMPLEMENT WORKERS of AMERICA (UAW)
INTERNATIONAL UNION

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York, Pennsylvania 17402

March 7, 1989

COMMITTEE ON EDUCATION AND LABOR REGIONAL HEARING 3-13-89

Good morning, my name is Jay R, Roberts. I am a machine operator for Caterpillar Inc. and am presently the President of UAW Local 786, in York. We have 2200 Members in our Local at the present time.

Presently I am also a Member of the Board of the York Area Labor Management Council, York Area Labor Advisory Board, and a Member of the York Area Labor Coalition.

I would like to thank you for inviting me today to present a "Labor View" on Vocational Schools and their relationship to both Labor and Industry.

In the early 1980's the Manufacturing Industry, in York County. was affected by the "downturn" in the Global Economy. At Caterpillar alone almost 1000 jobs were lost. This produced a severe set-back, not only to our members, but to the local economy and tax base of York county.

As indicated, in the York 2000 Commission Report, this downturn will have long term affects. In 1980, 50% of available jobs in York County were in the higher paying Manufacturing Sector. This percentage is expected to drop to 35% by the year 2000.

This type of reduction will affect the County in many ways. As stated above, the tax base will shrink making it more difficult to provide adequate public services. Service and Retail Industries will suffer because consumers will not possess funds to pay for services or make major purchases.

It became apparent if we were to maintain our position in Manufacturing we must address the "Skill Level" of our work force.

It was felt to do this we must establish a method to provide on-going training and constant updating of these skills. Outside training resources would play a major part in providing this training. This in turn would entice employers to retain and place more Manufacturing Plants in our Area.

Caterpillar Inc. and Local 786 UAW embarked on a "Joint Training Project" for this purpose. In June 1987, it was decided to recruit outside training institutions to help us in our endevor. York Area Vo-Tech was invited to become a member in our "Joint Training Venture." With their help, we have developed a "Three Phase Training Program" (see attachment) designed to make our employees some of the most qualified people in the Manufacturing Industry.

Using Vo-Tech as a base, our employees start with "Basic Machine Shop Theory" and hands on training on basic machine types. This is known as "Phase I". In "Phase II", again at Vo-Tech, they progress to the next skill level. They are introduced to "NC" and "CNC" type machines. These Phases somewhat parallel training of Adult Education and High School Vocational Training being provided by Vo-Tech. This however is as far as we could involve Vo-Tech. The limited size of the facility, the anitquated machines, and the size of the training staff restricted them from our "Third Phase". This "Third Phase" deals with hands-on training on some of the most technical machines available today.

If York County, Pennsylvania and the entire U.S. are going to compete with our outside competition for available jobs in Manufacturing, funding must be made available to our training institutions. In the case of York Vo-Tech, they are doing an excellant job with the limited resources available to them. The training is fast becoming outdated. If they are to continue to prepare our youth, provide quality Adult Education, and become a viable training resource for industry, there must be an upgrading of their facility. Many of the present training machines being used at Vo-Tech are no longer found in the industrial plants themselves.

If we are going to entice Corporations to make vast capitol investment to update and maintain plants here at home, we must establish proven and reliable training resources such as Vocational Schools.

MANUFACTURING SKILLS UPGRADE PROGRAM

UAW

CATERPILLAR

The cooperative efforts of Caterpillar, UAW Local 786, and York Vo-Tech. have made the Manufacturing Skills Upgrade Program a reality. Its goal is to prepare CAT shop employees for a future which includes computer controlled machinery and cellular manufacturing techniques. The Training Committee, responsible for designing and developing this program includes UAW officers, Planning Engineers, the Supervisor of Adult Education from York Vo-Tech, and members of Caterpillar's Operations Training staff.

The Manufacturing Skills Upgrade Program consists of "Three Phases". The first phase requires completion of five individualized, self-paced courses taught in CAT's Learning Center and nine hands-on machining projects at York Vo-Tech. The nine projects require turning, milling, drilling and surface grinding operations be performed to blueprint specifications. The training at Vo-Tech is also supplemented with relevant Textbook and Workbook studies.

Phase I Learning Center courses include Shop Math, Metrics, Basic Blueprint Reading, Basic Linear Instruments and Fixed Gages. When students have completed the Learning Center and Vo-Tech course-work they are ready to begin Phase II.

If you believe that you are already proficient in any or all of the machining areas covered at Vo-Tech, you may request to "Test-Out"of that area by doing the designated test piece for turning, milling, drilling, or surface grinding. See your Vo-Tech instructor for details of the Test-Out procedure when you begin study at Vo-Tech.

Note: Phase I is self-paced, however, many of your fellow employees are waiting to begin the Vo-Tech part of the program therefore, regular attendance is required. A minimum of 70% attendance over a two month period is required. This requirement was established in accordance with the normal procedures of the Vo-Tech adult education programs.

Phase II requires completion of six courses in the Learning Center and a 42 hour hands-on course called "Introduction to NC/CNC Machining Technology" taught at York Vo-Tech. This class meets for 3 hours, twice a week, for seven weeks. The Vo-Tech course-work includes projects to be completed on Emco-Maier Compact 5 CNC machinery. Upon completion of the course the student will be familiar with the terminology and concepts of CNC programming and operations. Phase II Learning Center courses include Dial Indicators, Surface Plate Methods, Geometric Tolerancing, Introduction to Heat Treat Operations, CNC Video Series, and Introduction to Robotics.

Phase I & II courses may be taken at any time. You do not have to wait until you become active at Vo-Tech to complete any or all the Learning Center courses.

Phase III involves hands-on training in Caterpillar's CNC Training Lab which is being established in Building 'D'. In the Training Lab students will gain proficiency and confidence through interactive video training and hands-on machine training performed to predetermined standards on selected Okuma machinery.

To enroll in the program contact the CAT Learning Center at ext. 5622. Your name will be entered on a waiting list for the Vo-Tech portion of the training. The order in which you begin course-work at Vo-Tech is determined by your seniority date according to your shift. When a student currently active in Phase I completes all requirements for that phase, the list is checked for the next most senior employee by work shift.

Participation in the program is voluntary and on your own time (off-shift). If you are enrolled in the program and your work shift changes please call the Learning Center at ext. 5622.

U.A.W. Washington Report Vol. 24 No 7

Close The Human Skills Gap

The need to reduce the nation's trade and budget deficits has dominated the debate over economic policy in recent years.

But another deficit, a growing "human capital deficit," could be even more harmful in the long run to America's economic health.

That's the conclusion of a new report issued by the Economic Policy Institute (EPI), a non-partisan Washington "think-tank" supported by the UAW and other groups.

Closing this deficit through a new and expanded system of job training and retraining is critical for the nation's future prosperity, asserts the report, titled "*Workforce Policies for the 1990s*."

The report was written for the EPI by former Labor Secretary Ray Marshall and Massachusetts Institute of Technology (MIT) economist Paul Osterman. It was delivered to President Bush and Labor Secretary Elizabeth Dole.

The authors find that the U.S. faces the prospect of a shortage of skilled workers side by side with millions of unskilled young people ill-equipped to participate in the workforce of a modern economy. They note that the upcoming generation of workers is considerably smaller than the aging "Baby Boom" generation.

Marshall and Osterman say that unless the new generation just entering the workforce is adequately trained, U.S. economic competitiveness will worsen. They point out that the nation's European trading partners and Japan invest far more to upgrade the skills of their workforce in a changing world economy.

Unless the U.S. invests much more in its "human capital," the nation also will pay the price of increased welfare costs, crime, growing prison populations and social strife, they warn.

In addition, more senior workers facing displacement by technological change and foreign competition must be retrained to preserve their experience and skills, the authors write.

Marshall, who currently teaches economics at the University of Texas, urges the new administration and other policy leaders to build quickly a public consensus for the idea that "competitiveness" means "being able to compete in international markets on terms that maintain and improve our real incomes."

With sound investment in the workforce, Marshall argues that the economy will benefit from almost unlimited economic assets: well-educated, well trained, healthy and highly-motivated people who can use and develop leading-edge technology.

The alternative route, says Marshall, is to compete by lower wages and standards of living — a dead-end for America and its people.

Marshall advocates a broad national strategy, but says that in a time of tight budgets the main priority should be to build and expand quality programs for those who most need them. As an example, he cites the Job Corps. With 28 hours of instruction, the Job Corps can raise a typical enrollee's math performance by 1.4 years, and reading performance by one year, he notes.

Marshall's specific recommendations include expanded adjustment programs for displaced workers, new public service job creation, and a revamped employment service.

Osterman argues that the pressures of international competition demand that employment and training programs must serve not only low-income and disadvantaged workers, but must be equipped to deal with the needs of the entire economy. He said a more universal program could muster a broader political consensus among the population.

Osterman calls for building a permanent, locally-based training infrastructure rather then putting resources into such programs as "voucher" systems which do not build an ongoing training capacity.

Osterman said new efforts could include a school-to-work transition program for young workers that could be based in community colleges. He proposed an additional year of post-high school training in a setting that combines work and school.

Osterman urges the Administration and Congress to build on the foundation for creative federal policy laid by local and state initiatives, such as the Massachusetts Employment and Training Program and the California Employment and Training Panel.

The MIT economist notes that these and other states, "in the absence of national leadership over the past six years, have found ways to improve employment opportunities for their constituents."

"There are a great many innovative training efforts in the mainstream of the labor market, ranging from union-management programs embodied in collective bargaining agreements to community college programs to attempts by firms or groups of firms to expand their internal system," Osterman states.

"The challenge facing the public employment and training system is to broaden its focus.

The report brings home the reality that no nation can prosper if it fails to maintain a high level of investment in the skills of its people. It merits a careful reading by the nation's policy makers (PAI).

For a copy of ***Workforce Policies for the 1990s****, send $5 to the Economic Policy Institute, 1730 Rhode Island Ave., N.W., Suite 812, Washington, D.C. 20036.*

Mr. GOODLING. Richard represents small business.

STATEMENT OF RICHARD L. REINHARDT, PII AFFILIATES, LTD., AND MEMBER, NFIB, MANCHESTER.

Mr. REINHARDT. Thank you, Congressman Goodling, Chairman Hawkins, and the other members of the panel.

I am pleased to be here in order to share my views on the effectiveness of Federal vocational education. This is of particular interest to me from a small business standpoint, which I understand is why you wanted my testimony.

In this regard, I am truly an entrepreneur having purchased a failing business in 1975 with literally no money, other than what was realized from the sale of a small inheritance, one-half of a sixty-five acre farm plus my home, which I shared my wife and three children, and I also borrowed on all of my life insurance policies.

After considerable hard work the business became successful, leading to the establishment of additional small businesses. I have tried to pay back some of that success by being involved on a state and national level in small business affairs and other voluntary activities.

I have served ten years on a state-wide economic development council in Pennsylvania. This is tripartite, it is shared equally between labor and business, and government, and in local economic development with our county industrial development corporation. I happen to also be an elected local township commissioner.

Because of the varied experiences that I have had, training and retraining, has been of great interest to me, and equally great concern. I also must say of great frustration and disappointment.

As a small businessman I have found it literally impossible to hire properly trained employees. As a representative of other small business people I have found their frustration and disappointment equally great.

Having served as Chairman of the State Economic Development Panel at Penn State Millwright Council, I was amazed to learn that public and private sources combined spend approximately three billion dollars per year in Pennsylvania on vocational training of one type or another.

When I found that out, knowing how poorly qualified available workers are, I tried to get the Millwright Council to make recommendations, draft legislation and press into law a better way to focus this three billion dollars.

Please be aware, the Council had the ability to do this. We had passed legislation creating the Ben Franklin Partnership in Pennsylvania. As Chairman of that council I served on the Board of Ben Franklin when it first put the rules together in establishing that program.

It is a technical transfer program for the purpose of creating jobs to advance technology. It was the cornerstone of Governor Thornburg's economic development program.

We also passed legislation making it constitutional to allow state retirement funds to invest in venture capital.

The reason I give you this background is so you can understand Millwright had the political will to pass major economic legislation, even including matters of state constitutionality. We therefore should have been able to do something about better focusing the dollars spent on training and retraining in our state.

The reason we could not, on two separate occasions, two years apart we tried, was due to turf problems the various constituencies have with jurisdiction over their pieces of the total dollars spent. We simply could not get the necessary cooperation to allow coordinated and accountable spending.

There was no disagreement on our fifteen member board, five labor leaders, five business leaders, and five government leaders that this should be done.

Being the only small businessman, I was particularly serious and pushed hard when Chairman of the council to better focus this vast amount of money. We just could not figure out how to get cooperation from the people who control the flow of dollars.

Small business is basically todays training ground for the undereducated and disadvantaged worker. We cannot pay the salaries or cover the vast array of benefits that big business offers to the better qualified workers. So consequently do not hire them.

It is small businesses job, therefore, to hire those that big business will not, and prepare them for meaningful employment in our society. When we have finally trained these people to the state where they know why they should work, and how they should apply that work for a productive result, they often leave to take a job with bigger business for better pay and/or benefits, starting our training cycle all over again.

This is disruptive and discouraging to nearly all small business people. Certainly to those who clean your clothes, cut your hair, and repair your lawnmower. It also helps explain why your committee finds small business people so diametrically opposed to mandated benefits, and other social justice ideas you so often propose.

Any good business knows its most important asset is its employees. Small business, being disadvantaged in its resources compared to big business, finds its employees an even greater resource because they are so hard to come by. We, at the same time, have limited financial means with which to treat them as well as they deserve. This requires flexibility and encourage from the government, not mandates. Small business being the most effective vocational training program in our society today, and that is my opinion, needs understanding from government. Please do not limit us.

I understand much of formal vocational education today is prescribed by law, therefore not flexible, and as a result not targeted to local needs. The discretionary funds left after mandated requirements are covered can be better targeted. But, our vocational schools have made investments over an extended of time in courses and equipment, that without greater funding cannot be changed to give quality state of the art training.

In my local economic development efforts for York County, the biggest single frustration for our business people, regardless of whether they are manufacturing or service concerns, is they cannot fill needed positions with qualified, or at least partly trained help.

That occurs in spite of the fact our local joint partnership training agency meets all of its goals each year for maximum funding, our vocational school and several other dedicated organizations in the community try equally hard to train workers, yet we still lack trained workers. Does this occur because of the fragmentation of these many groups? I think this may again be a lack of coordinated effort, not a lack of dollars.

I know our Secretary of the Department of Labor personally. I have talked with him about this problem, and I know his dedication. He has worked at it. I know the problem still exists. Anything your committee can do to cause constructive leadership through whatever leverage your Federal dollars gives, to better unify those participating in the many forms of vocational education would be greatly appreciated by me and many other small business people.

You are aware that I am a national director of the National Federation of Independent Business, NFIB. As an organization we do not have a position at this time on vocational education, however, our foundation is conducting a study to see what small business generally thinks of vocational education in the United States. This has not yet been released.

Of course, as the largest national advocacy group for small business, NFIB is concerned with all issues that affect small business, training and retraining certainly does.

My testimony does not reflect anything that may come for NFIB's study. These are simply my personal feelings expressed to you.

Thank you.

[The prepared statement of Richard L. Reinhardt follows:]

MEMO

March 13, 1989

TO: House Labor and Education Committee
FROM: Richard L. Reinhardt
SUBJECT: Carl D. Perkins Vocational Education Act

I am pleased to be here in order to share my views on the effectiveness of Federal Vocational Education. This is of particular interest to me from a small business standpoint, which I understand is why you wanted my testimony. In this regard, I am truly an entrepreneur having purchased a failing business in 1975 with literally no money other than what was realized from the sale of a small inheritance (½ of a 65 acre farm), plus my home which I shared with my wife and three small children. Oh yes, I also borrowed on all my life insurance policies.

After considerable hard work, the business became successful, leading to the establishment of additional small businesses. I have tried to pay back some of that success by being involved on a state and national level in small business affairs and other volunteer activities. I have served ten years on a statewide economic development council in Pennsylvania (tripartite; Labor, Business, and Government), and in local economic development with our County Industrial Development Corporation. I am also an elected local Township Commissioner. Because of my varied experiences over the past several years, the training and retraining of our workers has been of great interest and equally great concern to me. I must also say, of great frustration and disappointment.

As a small business man, I have found it literally impossible to hire properly trained employees. As a representative of other small business people, I have found their frustration and disappointment equally great. Having served as chairman of our state economic development panel, The Pennsylvania State MILRITE Council, I was amazed to learn that public and private sources spend three billion dollars per year in Pennsylvania on vocational training of one kind or another. When I found this out, full well knowing how poorly qualified available workers are, I tried to get our economic development council to make recommendations, draft legislation, and press into law a better way to focus this three billion dollars. Please be aware, our council had the ability to do this because we had previously passed legislation creating the Ben Franklin Partnership in Pennsylvania, one of the most highly acclaimed technical transfer programs in the entire United States, for the purpose of creating jobs. This was a cornerstone of Governor Thornburgh's Economic Development Program. We also passed legislation making it constitutional to allow state retirement funds to invest in venture capital.

The reason I give you this background is so you can understand MILRITE had the political will to pass major economic legislation, even including matters of state constitutionality. We, therefore, should have been able to do something about better focusing the dollars spent on training and retraining in our state. The reason we could not, on two separate occasions two years apart we tried, was due to "turf" problems the various constituencies had with jurisdiction over their pieces of the total dollars spent. We simply could not get the necessary cooperation to allow coordinated and accountable spending. There was no disagreement on our fifteen member board (five labor leaders, five business leaders, and five government leaders) that this should be done. Being the only small business man, I was particularly serious and pushed hard, when Chairman of the Council, to better focus this vast amount of money. We just could not figure out how to get cooperation from the people who control the flow of dollars.

Small business is basically today's training ground for the under-educated and disadvantaged worker. We cannot pay the salaries or cover the vast array of benefits that big business offers to the better qualified workers, so consequently do not hire them. It is small business's job, therefore, to hire those that big business will not, and prepare them for meaningful employment in our society. When we have finally trained these people to the state where they know why they should work and how they should apply that work for a productive result, they often leave to take a job with bigger business for better pay and/or benefits, starting our training cycle all over again. This is disruptive and discouraging to nearly all small business people, certainly to those who clean your clothes, cut your hair, and repair your lawn mowers. It also helps explain why your committee finds small business people so diametrically opposed to mandated benefits and other social justice ideas you so often propose. Any good business knows its most important asset is its employees. Small business, being disadvantaged in its resources as compared to big business, finds its employees an even greater resource because they are so hard to come by. We, at the same time, have limited financial means with which to treat them as well as they deserve. This requires flexibility and encouragement from government, not mandates. Small business being the most effective vocational training program in our society today needs understanding from government. Please do not limit us.

I understand much of formal vocational education today is proscribed by law; therefore, not flexible and, as a result, not targeted to local needs. The discretionary funds left after mandated requirements are covered can be better targeted, but our vocational schools have made investments over an extended period of time in courses and equipment that without greater funding cannot be changed to give quality, state-of-the-art training. In my local economic development efforts for York County, the biggest single frustration for our business people, regardless of whether they are manufacturing or service concerns, is they cannot fill needed positions with qualified or at least partly trained help. This occurs in spite of the fact that our local Joint Partnership Training Agency meets all of its goals each year for maximum funding. Our vocational school and several other dedicated organizations in the community try equally hard to train workers, yet we still lack trained workers. Does this occur because of the fragmentation of these many groups? I think this may again be a lack of coordinated effort, not a lack of dollars?

I personally know our state Secretary for the Department of Labor. I am well aware of his commitment to make disadvantaged workers available for meaningful jobs. I have talked with him on how to better do this in Pennsylvania. In spite of his dedication, we still have this problem that is not being solved. Anything your committee can do to cause constructive leadership through whatever leverage your federal dollars gives, to better unify those participating in the many forms of vocational education, would be greatly appreciated by me and many other Small Business People!

You are aware that I am a National Director of the National Federation of Independent Business (NFIB). As an organization, we do not have a position at this time on vocational education. However, our Foundation, is conducting a study to see what small business generally thinks of vocational education in the United States. This has not yet been released. Of course, as the largest national advocacy group for small business, NFIB is concerned with all issues that affect small business, training and retraining certainly does. My testimony does not reflect anything that may come from NFIB's study. These are simply my personal feelings expressed to you.

Thank you.

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Mr. Goodling. Thank you very much.

I have two quick questions. First of all to Mr. Drosner. You indicated the age, condition, and limited variety of machines at Vo-Tech are not adequate to meet needs. Then you said, "Therefore we had to install training machines in-house". Could you not have installed those training machines here at the Vo-Tech school?

Mr. Drosner. We looked at that at great lengths. In fact, we had some of our machine vendors out here at Vo-Tech measuring the floor to ceiling dimension. We were found we would be allocated about 1,500 square feet to put that installation in. We needed at least 3,500 square feet, and we agonized over that decision but found we just could not adequately support that, prepare the site with the space available here at Vo-Tech.

We have an eye, though, on drawing Vo-Tech into that phase III so that eventually someday that resource would be available for community use. So, we hope we are in interim start-up on this, and then could pass the ball to the local community.

Mr. Goodling. I sure hope that happens, because I do not see any other way that Vo-Tech schools are going to be able to update as rapidly as they are going to have to be doing.

Jay, I wanted to ask you, when it comes to providing teaching personnel do you do that kind of thing in cooperation with the Vo-Tech school? Is it done through some kind of arrangement? Because we have the same problem if we do not have instructors who are current. That is the unfortunate part about Vo-Tech school, they have to be educated a hundred years down the pike. Do you do any of that? Do you provide instructors?

Mr. Roberts. Since we are in our infancy stage right now in that regard, I would have to say directly with Vo-Tech, no. I can give you a parallel in our labor/management cooperation efforts in York. We do have an employee satisfaction process. In that process we have what we call facilitators, both company and union. Those facilitators are tied in with a network here in York County known as Facilitators Network. I sit on that particular steering committee.

We are in the process of approving a loan facilitator program. Through that steering committee, in conjunction with the York Area Labor Management Council, to make our trained facilitators available to smaller concerns, if you will, small business to get them up and running.

So, we will be lending that expertise, and if our training venture goes as well as that particular venture has, to answer your question, down the road, yes, we will be lending out those.

Mr. Goodling. I would say to those two board members out there, do not let an opportunity like Caterpillar ever get away again. There has to be someway that we can be able to do this.

Mr. Drosner. If I could, I would like to add just a little bit to what Jay mentioned. When we set up the simulator lab, and it turned out to be at Penn State, it could have easily have been at Caterpillar, but we elected not to do that.

We invited the electrical engineering technology faculty from Penn State to participate in the first pilot run of that, as well as in some further development on linking the devices, and getting the whole system to operate. We were very pleased to see them pick up the ball and run with it on that.

As far as Vo-Tech is concerned, we have invited the instructors who are participating in the machine shop program to learn more about the state of the art CNC. That lab is just being set up now, and we fully intend to draw them in to the point where they could become that resource as an in-house resource, or do what it takes to support them in an interim to get to that point.

Mr. **Goodling**. Thank you.

Mr. Chairman?

Chairman **Hawkins**. I have several questions. First of all, Mr. Reinhardt, you had indicated that the National Federation of Independent Business does not, as an organization, have a position at this time on vocational education. Is there any reason why you have not taken a position?

Mr. **Reinhardt**. NFIB generally is very populous to organization. The rules of our organization required us to only take positions that the majority of our membership support, and we cannot lobby in contravention of that.

The vocational education program has really never been something that our membership has, through their own voice, brought to our attention as one of their major problems with a great deal, shall we say, noise. So, we have not had a position. We have not had a vote taken by them.

Our foundation is an educational effort. It is an independent organization funded through NFIB dollars especially for education, and especially in the areas of disadvantaged education where we can get intercity youth and other people involved in meaningful vocational education.

That organization has just conducted a survey, and it has just been completed. But that survey has not been tabulated, and that is the best answer I can give you.

Chairman **Hawkins**. Have you thought of any other alternatives such as the Job Training Partnership Act? What extent are you involved with training through the Job Training Partnership Act?

Mr. **Reinhardt**. I personally, or our organization?

Chairman **Hawkins**. The organization, or you personally. Either way you can address this would be useful.

Mr. **Reinhardt**. Well, two different answers. Personally I have been an individual trying to get involved in as many things as I can to find out how our system works, so I can be more constructive in trying to help it work better.

In my state economic development efforts, I got into the Joint Partnership Training Act somewhat, sort of on a second hand basis from the standpoint of NFIB. Again, we have not had particular reason to be involved, because while lack of qualified workers is a very grave problem for small business, we do not run generally numerically controlled machines, and so forth.

So, what we are looking for is the basic quality of a person understanding why they should work, and what is important about being there on time and whether they can read, write, and add properly.

So, NFIB has not had too much involvement as an organization. Individuals like myself, who would serve on boards and things of that nature, would be the only involvement they would have.

Chairman HAWKINS. Thank you.

Dr. Herr, you, in your very well prepared statement, made a recommendation, and this appears to be something new to us as a committee. That vocational education should be extended into the earlier grades. You actually indicated that career guidance should begin in the elementary and the middle junior high schools.

I cannot agree with you more as to that recommendation, but would that not tend to dilute the already rather thin funding for the program, or would you suggest that the funding is adequate enough to spread it into these earlier grades despite the fact that it might be desirable to do so? Is there a choice to be made?

Dr. HERR. Well, it is a serious problem, Mr. Chairman, and I am not sure how to answer that very effectively. Except to say that I think it is very clear that if we are dealing with minority children, disadvantaged children, that we must find ways to organize resources, including counseling resources for them and their parents much earlier than we have historically done.

Now obviously, if one takes current funding levels, and spreads it to the elementary school it is certainly going to dilute and pose problems. There is no question.

But, I think we must find ways to provide multiple levels of support much earlier than we have been, to help young people and their parents anticipate the opportunities are going to be available to them, including vocational education training.

I think that to organize counseling, primarily starting at ninth grade, in terms of this legislation, it really does assume that critical choices are to be made at ninth grade and beyond.

The fact is, as you are very well aware, the critical choices that are to be made frequently happen a couple of years earlier, and many young people do not prepare themselves for the kinds of opportunities and educational requirements which will confront them.

I think part of that has to do with the relationship between basic academic skills, as just been mentioned, or the lack of them, and some of the social learning problems that we have.

So, some of the issues that we are going to have to deal with are how to organize this kind of identification in support of young people and their families earlier, if we are going to prepare a literate work force or get people to the point where they can become a part of the literate work force.

I am afraid I do not have a good answer in terms of the economics of that situation, but I think the data is pretty clear, that we have got to move those resources down somehow.

Chairman HAWKINS. I was thinking it might be incorporated into a very effective drop out program, and possibly some of the drop out money could be used in connection with that particular recommendation.

Dr. HERR. Yes, sir. I think you are quite correct, sir. I think that most of these problems are, as I have said, multidimensional problems. I think you are right, sir.

Chairman HAWKINS. Thank you.

Thank you, Mr. Chairman.

Mr. **Goodling**. Dr. Herr, I know you have to run. Would you submit something in writing on your ideas regarding 2+2, for us, please?

Dr. **Herr**. Will do.

Mr. **Reinhardt**. I am sorry, Chairman Hawkins. A personal experience came to my mind after I stopped answering your question. I am a partner in a basic concrete manufacturing business, and I am more or less the investment partner. But, I urged my partner to hire some people through the Joint Training Partnership Act, and he did hire a couple of people.

The experience that he had with that, and these are just basic laborers, they did not have to have any particular skills of any kind, was that they did get a couple of weeks of training, and when they came out to work for him they still did not understand why they should work constructively. They just did not have that kind of a background.

In both instances they were not able to assimilate the need to be productive and left. So, his experience in that was that he was delayed in hiring those two people, and then after he hired them they did not understand why they needed to be productive, and so they did not stay with him but a couple of weeks.

I do not know if that helps what you were asking, or not.

Chairman **Hawkins**. I am not sure it helps us very much. However, we are in the process of overhauling the Job Training Partnership Act, and obviously we will look into the quality of training that is provided under that program.

Mr. **Goodling**. Mr. Gunderson?

Mr. **Gunderson**. I would like to follow-up on the discussions of you, Mr. Drosner. What is your financial commitment to York Vo-Tech? Is it a property tax based funding mechanism? Do you pay the school for services to the company? What is the relationship?

Mr. **Drosner**. That is a good question, and when we get into that at the organizational level of Vo-Tech and this community, I really run out of expertise fast. It is pretty complicated, and Vo-Tech's allocations really needs to be looked at pretty carefully.

But, speaking from the plant, we pay as we go with Vo-Tech.

Mr. **Gunderson**. You just pay tuition per student?

Mr. **Drosner**. We figured out, the cost of phase I and phase II, what Vo-Tech's cost is. We have added to that the internal support courses that we provide. We back that out of the system and we pay the remainder. We pay the instructor fees and any additional costs.

There have been a lot of costs, just simple things like cutting tools, gauges that we found somewhat less than adequate here at Vo-Tech.

Mr. **Gunderson**. So, it really is a contract?

Mr. **Drosner**. Right, it is a contract basis, and I would have to discuss that with Roger as far as the balance sheet. But, my understanding is that we are paying as we go, and Vo-Tech is not incurring costs that it really cannot cover because it really has no allocation for it.

Mr. **Gunderson**. It would seem to me that it would benefit everyone, and yourself, us included and everybody in between, if we could somehow distinguish between basic labor force training versus the specialized company training unique to an individual corporation.

In other words, there is some basic work force manufacturing skills that it seems to me the community ought to have as part of a regular curricula, but there needs to be a part above and beyond that, for example that would be unique to Caterpillar's needs, would be done on a business industry partnership with the school, or it would be done on a contract basis.

Mr. **Drosner**. I agree. The problem in defining what is Vo-Tech's role, in a generic sense, and what is business's role on a very specific sense if very fuzzy. Just an example of a three phase program we are undertaking with Vo-Tech has basic machine shop, introduction to CNC, and then hands on state of the art experience on machine tools.

Phase II is generic, yet that requires five courses to be administered within Caterpillar's learning center, because the courses really are not available at Vo-Tech. They are not necessarily unique to our product or process, but unique to the acquisition of further benefit of hands on training.

Mr. **Gunderson**. Because we are out of time, I have only one other statement, and that is to you, Jay.

I am going to give you a mission and I would appreciate it if you would take it to your national union and ask them to follow-up directly with me and I suspect I would get a lot of support from this panel. I had an experience in my district with a corporation that I believe is represented by the UAW, and the corporation frankly transferred production from a Wisconsin facility to a new facility that was built for this purpose in Colorado. The interesting thing was that the vocational school in Colorado offered this corporation free training for all employees. The problem with that, from a public policy perspective, is that we were using Federal, state and local dollars only to fund and train a job transfer, not a creation of new jobs, because those thousand new jobs in Colorado were eliminated in Wisconsin.

So, now we have found a Federal obligation in Wisconsin to try to recreate new training programs to develop alternative jobs in that area.

It seems to me that this is an issue that labor would want to address in this reauthorization process. That the public role is one of job expansion, not of closing down one facility only to create it at a different area at, very frankly, significantly lower wages.

So, I think it is an issue I would even get some support from the Democratic side of the aisle, and I would encourage you to follow-up and have some of your people work with us on that problem.

Thank you.

Mr. **Goodling**. Mr. Martinez?

Mr. **Martinez**. Thank you, Mr. Goodling.

I want you to hold that thought about transferring jobs from one area to another. Mr. Reinhardt, you commented about people coming to you who really do not have basic skills, and it is pretty hard to do anything with them.

I, for twenty some years, had my own business, and had that same problem. So, I can sympathize with you.

Part of it, as you mentioned is the work ethic and attitude. Many of these vocational training programs do not really deal with that. They depend on that person being at their vocational center with a desire to work. They assume that they are going to have the work ethic. That is not necessarily true.

Part of the problem we have with the Job Training Partnership Act is that we provide monies to service delivery people who are supposed to train these people. We make it a part of the agreement that they will not get paid if they do not place the person in a job. Then we do a study and find out that, they get paid because they placed the person on the job, but that is not long term employment. It goes back to a few basic things: basic skills, work ethic and attitude. Work ethic is attitude.

I think that is something that we really have to look at in Congress if we are going to deal with this program.

Which leads me to another issue, the responsibility of business itself. Many of your corporations, and Caterpillar is a good example of that, realized along with the Union that there was a double sense of responsibility here. One, that they needed specific help for specific kinds of developing technologies and they were willing to make that investment. That is an investment in their own business and in the future.

But, to get these people trained—their own employees in most cases as I understand it—it is a cost. It is a cost. And Mr. Gunderson asked, "How much of that do you pay for", and it sounds like you pay a proportionate share.

There is no renumeration, except that you get an employee who has the ability to do the job that you need done. Is that right?

Mr. **Drosner**. Maybe I could take a shot at that response. We know that the people we have to utilize the staff are modernized factories already in place, and we have that tremendous training job ourselves, to get them ready.

But, right behind them there is a tremendous gap beginning to develop. If we keep all the expertise, or do not work hard to try to develop the community resources, we are not going to be able to get out of that syndrome of constantly expending resources at an accelerating rate, because technology and the tools, and systems available for manufacturing are rapidly increasing in complexity and actually productivity.

One interesting scenario we can look at is the amount of production we can turn out of our York plant with these new tools. It is a very high gain in productivity. Where we do not have it is in the ability to acquire the knowledge and skill to be able to use the advanced tools as a productivity leg, a tremendous opportunity to develop new systems for learning and acquisition of skill to match what is available in the way of hardware and software. That is a real challenge.

Business has to come to the party there, and help education resources.

Mr. **Martinez**. Well, that was the point I was leading to. We hear so much on the Federal level about this partnership between private industry and the government in order to resolve a lot of these problems that we have.

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It seems to me that NFIB, as a national organization, ought to be one of the organization in front, saying that maybe it is not all just funding coming from either the private industry or from the Federal government. It is reallocating those resources, as well as that small funding that the Federal government can afford to put into it.

As Dr. Herr pointed out, if we are not providing the right direction at a lower level, we are not going to get to the point that you need to be at. So, I would ask you, can you at your next NFIB meeting bring this up, and say that we have to become a part of this whole movement towards redirecting those resources that are already out there to make sure that the schools themselves reorganize their thinking to the point that we are producing the kind of a student that is going to have a chance to be trained on almost anything?

Mr. **Reinhardt**. Yes. Because we have realized that must be done. We have formed the NFIB Foundation, and the foundation's express purpose is to get involved in that type of an effort. We funded it solely out of NFIB dollars in its first year. It has just completed its second year, and the funding was still ninety percent our dollars to specifically do what you are suggesting.

Mr. **Martinez**. Thank you.

Thank you, Mr. Chairman.

Mr. **Goodling**. Mr. Grandy?

Mr. **Grandy**. Thank you, Mr. Chairman.

I do not really have too much more to add to what my colleague from California and my colleague from Wisconsin has said, but if this is not an argument for a thousand points, I do not know what is.

When I began on the subcommittee to look into vocational education my attitude was we will probably, as a Federal government, be providing the funding, and cost sharing with state governments the cost of providing education. As the skills become more specific we will ask industry to step in, perhaps labor to step in and provide the dollars for training.

But, as I see what is happening in hearings like this one, there is a vested interest in business, labor, and by business I mean large and small, and the community to form those kinds of management teams that makes sure that there is an ongoing educational training facility close at hand to accommodate what the Department of Labor predicts is going to be a worker that is going to change jobs at least six times in the course of their work life.

So, we will, obviously as a Congress, be trying to divert the dollars that we can, but we clearly cannot meet this need without some matching help from people like yourselves working in concert with community leaders to help us focus those funds, to help us write those contracts between your communities, and your unions and businesses, to match whatever needs you have in your specific area.

I just want to concur with something that Mr. Martinez said as regards to the National Federation of Independent Business. It is particularly hard for small business, of course, to underwrite large based training because you just do not have the resources of a Caterpillar, and that topic has been talked about in previous hearings.

But, you all share that need for basic skills for a quality work ethic, and for a certain cognitive ability that translates into learning skills, specifically down the line.

I certainly hope that the National Federation of Independent Business, Chamber of Commerce, all of those organizations do put this high up on their agenda, because there is not a better way for you to sit down with big business and with labor, and come to us with a plan that you think is worthy of some Federal dollars to match.

As we pursue this I certainly hope that you will provide some leadership, all three of you, in this area. Because I think this is something that we will continue to investigate time and time again, and if you can provide the model at the community level, then I think we will have no problem in a bipartisan effort funding.

Mr. REINHARDT. You are referring to something that I could not concur more in because of my state experience.

I found that when disparate groups that are not generally working together come to a governing body with an agreement. A governing body has no problem in putting that into effective law. I know on a national level organizations like labor, and the NFIB do not normally work together on much of anything, and I know we have no disagreement on the training and retraining needs from my own personal experience.

So, if we can build those bridges and come to you, we, I know, would receive a favorable response.

Mr. ROBERTS. If I might also respond to that, Mr. Grandy.

I had mentioned in my remarks earlier about the York Area Labor Management Council, and I told you a little bit about a facilitator networking system that we have.

That particular council is primarily funded through Millwright grants here in the State of Pennsylvania, and part of our ongoing effort is a labor management cooperation type effort in promoting some of the things that are working well on various industries in the area.

I am sure that part of our goal will be, very shortly, once the training is up and going, and proven out here at Vo-Tech through Caterpillar and the UAW, we will be sharing that with other industries, and other labor organizations in the area through seminars which we put on. Congressman Goodling may very well be aware of some of those seminars as they come up in the near future. So, there will be some of the coordinating effort, if you will, in sharing of information that we are talking about here today in the very near future through seminars of that nature.

I might add that the Labor Management Council is constantly looking for new members. Mr. Reinhardt, and small business the fees are set very low. You can come on board, and gain a wealth of information just through our monthly meetings. That is my pitch for labor/management today.

Mr. Goodling. I want to thank all of you for coming before us and testifying. I would ask that Dr. Hupper's testimony be included in the record, as well as Norman States, who is the Supervisor of Vocational Education here.

Again, thank you. Our hearing is now adjourned.

[Whereupon, the meeting was adjourned at 12:45 p.m.]

[Additional material submitted for the record follows.]

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TO: U.S. House of Representatives
Committee on Education and Labor

FROM: Dr. Richard D. Hupper, District Superintendent

DATE: March 10, 1989

SUBJECT: Testimony for Congressional Hearing on Carl D. Perkins Vocational Education Act at York County Area Vocational School on March 13, 1989

Good Morning. My name is Richard D. Hupper. I am the Superintendent of Schools at the Southern York County School District. It is indeed a pleasure for me to have this opportunity to present testimony about the workings of this federal program from the perspective of a local district superintendent of schools. I hope my comments will help this committee, through its deliberations, learn how they can help improve the structure of this federal program and facilitate the coordination and implementation of federal, state, and local efforts in the areas of vocational education.

First of all, on behalf of school districts with comprehensive high schools in York County and South Central Pennsylvania, I want to thank this committee for their past efforts and accomplishments in attempting to streamline the paperwork associated with the preparation of applications for funding the evaluation of the results and impact of approved vocational education programs on students attending our high schools.

The following comments relate specifically to allocated funds available to local school districts for handicapped and/or disadvantaged vocational education students.

1. Since the amount of the allocation in each category is relatively small ie: less than $1500 in the case of our school district, we generally sign off and transfer this money to either the LIU #12 or the York County Area Vocational Technical School.

2. Generally, it is not cost effective for most school districts to try to develop appropriate and meaningful programs and process the required paperwork in light of the number of students qualifying for such programs.

The following comments relate specifically to allocated funds available to local school districts for regular secondary Vocational Education students:

1. The following figures represent our district's regular secondary allocation for the years indicated:

   1985-86 --- $ 4,014
   1986-87 --- $ 3,594
   1987-88 --- $ 3,989
   1988-89 --- $ 3,433
   1989-90 --- $11,847 as Group A school district in York County

2. In the past three years from 1985 through 1988, we were able to use 100% of our allocation in the area of Business Education to buy state-of-the-art instructional equipment including: electronic typewriters, computers, and software so our students would learn the high technological skills necessary to be competitive in the local marketplace. The available federal funds were used to supplement not supplant local or state funds.

3. Listed below are some concerns being expressed in the field relative to the implementation of the Vocational Education Program Guidelines for the 1989-90 school year.

   The method and rationale the state is using for distributing "regular secondary" allocations is being questioned for the following reason:

   --All York County school districts designated as "Group A" schools will be receiving an allocation which is approximately 2.5% larger than the previous year's allocations and thus will not receive any allocations next year in 1990-91. Why is this being done? Is it in the best interest of the Vocational Education programs and students or administrative expedience for the PDE to only have to administer fewer applications and programs each year? Districts would prefer to continue to receive annual Vocational Educational funds to help provide continuity in planning our local district budgets.

Unless reconsideration is given to distribution of regular secondary Vocational Education allocations and removal of 50% matching requirement for instructional equipment, local school districts with comprehensive high schools are not going to be able to effectively utilize monies available to support essential Vocational Education programs with their districts.

Thank you for the opportunity to present this testimony to your committee.

THE SUB-COMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

Prepared Statement

The Cumberland Perry Area Vocational Technical School is located just north of Mechanicsburg, Pa., on Route 114, halfway between Route 11 and Interstate 81. The school operates as a part-time Area Vocational Technical School on a half-day-about basis. Students receive their academic training at their home school and are bussed to the area vocational technical school on a daily basis for their vocational education. The school serves twelve school districts, four in Perry County, seven in Cumberland County and one in York County. Presently the school has an enrollment of approximately 800 students and is projecting next year's starting enrollment to be about 910 students.

The school is governed by seventeen School Board members who comprise the school's Joint Operating Committee. The twelve participating school districts' Superintendents serve as the Professional Advisory Committee to the school. A General Advisory Committee, comprised of individuals from business and industry as well as parents and students, also serves the school and the Joint Operating Committee. Occupational Advisory Committees meet at least twice a year with each program instructor to advise the instructor on matters of curriculum, capital equipment, employment opportunities, current practices, and emerging technology.

There currently exists twenty-five programs of study in the areas of Health Occupations, Automotive Technology, Construction Trades, Service Occupations, Manufacturing and Business Occupations. All programs are three years in length beginning in grade ten except Law Enforcement and Office Practices which begin in grade eleven.

All students who are enrolled in a three year vocational program must take two years of mathematics at the AVTS. Students can select academic math or general/vocational math based on their career objectives. This procedure which was introduced in 1986 has reduced the vocational instructional time by some 240 hours but has enabled students to satisfy graduation requirements while attending the AVTS.

The school maintains an active cooperative education program where seniors are placed in the work force on jobs related to their training in conjunction with their attending the area vocational technical school. Each year slightly less than fifty per cent of the seniors elect to go on co-op to further their training.

The school also maintains a high level of job placement as evidenced by a 72 per cent placement average over the past three years. Additionally, some 14 per cent of the graduates continue their education by enrolling in post-secondary programs in four year colleges, community colleges and trade and technical schools.

The school is responsible for the recruitment and selection of students in cooperation with sending school counselors. This is accomplished through the efforts of a Student Services Coordinator who is responsible for all aspects of recruitment. Some of these activities include group presentations conducted at the sending school, development and distribution of recruitment literature, tours of the vo-tech school, special parent/student night, and career days. Vocational education is considered an elective and as such must be selected by the student as a major program of study at the secondary level. In the past school year only eleven per cent of the eligible population of the sending school districts elected to attend the area vocational technical school. Since our facility is operating at only 83 per cent capacity, there is ample space to accommodate more students than are currently enrolled. Career education is one of the keys to unlock the potential of vocational education.

Career education, with all of its facets, must be one of the single most important priorities for education today. Elementary and secondary education prepares individuals for entry into post secondary institutions of learning and the world of work. In both cases, students must have a thorough knowledge of their abilities and opportunities, as well as an experience and understanding of which jobs and occupations could fulfill these opportunities and abilities. Vocational training opportunities must receive equal billing with college trained careers as a viable means to prepare an individual for the world of work. We are committed to assisting our sending school counselors in orienting students at the elementary and middle school grades to vocational opportunities that exist at our area vocational technical school. It is our conviction that more students will avail themselves of vocational education if they are aware of the opportunities that exist within the total education system. This is our primary mission at this point in time.

A second issue that we are confronted with is the use of set aside funds within the Carl Perkins Act. As a Vocational Director, I am continually confronted with reduced training time for vocational education resulting from a number of factors. As such I am hard pressed to add additional special training to our present time schedule. All special needs students are mainstreamed into our vocational programs. Mathematics, as I have previously stated, is taught on our campus in grades 10 and 11 to all students for credit towards graduation. When we design a special class for slow learners in say mathematics, we design the program so that most if not all students will succeed. This means that the course must be available to all students who can benefit from the program, i.e., handicapped students, disadvantaged students and regular slow learners. With the current set aside standards, we cannot use Perkins funds to assist with the cost of this type of program. Therefore, we plan and implement the most effective procedures and strategies utilizing local funds.

In the brief time that I had to address this committee I attempted to explain the operation of our school and to share some of our concerns regarding vocational education and the Carl Perkins funding. I wish to thank you for the opportunity to speak before this subcommittee.

Ronald L. Smith, Director
Cumberland Perry AVTS
110 Old Willow Mill Road
Mechanicsburg, PA 17055

YORK COUNTY AREA VOCATIONAL-TECHNICAL SCHOOL
ARTICULATION AGREEMENTS

Articulation agreements between vocational technical schools and higher education have been encouraged by the Pennsylvania Department of Education to help students make a smooth and successful transition from one entity to another without experiencing delays or duplication of learning.

Our interest at York County Area Vocational-Technical School in developing articulation agreements with higher education was sparked during a conference sponsored by the Pennsylvania State University in the Spring of 1987 to present the concept of articulation agreements. At this conference, I met Randy Kempt who represented York Technical Institute's Admissions Department. We discussed developing an articulation agreement between York County Area Vocational-Technical School and York Technical Institute's Drafting and Electronics Programs and also developing a better working relationship between the two schools. We established a goal to meet and develop an articulation agreement within the next school year. We agreed that an articulation agreement would benefit students who qualify under the agreement by:

- encouraging them to continue their education
- receiving advance standing of one semester
- saving approximately $2,000 in tuition
- living at home while continuing their education
- maintaining part time employment while continuing their education
- receiving an associate degree upon completion of the program
- reducing the time required to complete the program
- receiving placement in local industry

Developing an agreement required a comparison of the curriculum being taught in each school and determining the common units of each. It was agreed that a York County Area Vocational-Technical School student receiving a "B" or better grade in Drafting or Electronics would receive one semester advance standing at York Technical Institute. This would eliminate the duplication of learning and permit a student with this grade average a smooth and successful transition. After developing an agreement that met the needs of the student, it was approved by the York County Area Vocational-Technical School's Operating Committee and the York Technical School's Executive Board. (See Attached Copy).

The same process was used to develop an articulation agreement with Williamsport College and we are presently in the process of developing several additional agreements. (See attached chart). Recently one student received advance standing at Williamsport Community College. (See attached feedback). We plan to monitor each agreement closely to determine it's effectiveness.

Through articulation agreements, at the local level, we will encourage the students who did not plan to attend a four year college to continue their education beyond the high school level through specialized training at the community college or technical institute level.

Norman States
Supervisor of Vocational Education
York County Area Vocational-Technical
School

ARTICULATION AGREEMENTS

The following chart indicates the post secondary education opportunities available to York County Area Vocational-Technical School students where articulation agreements have been developed.

* Agreements presently being developed

	* Yorktowne Business Institute	Williamsport Community College	* Computer Tech. Harrisburg	York Technical Institute	* Harrisburg Community College	York County AVTS Adult Post Secondary
AUTO BODY		X				X
AUTO MECHANICS		X				X
BUILDING MAINTENANCE		X				X
CABINETMAKING		X				X
CARPENTRY		X				X
COMMERCIAL ART		X				
COMPUTER TECHNOLOGY	X	X	X			X
COSMETOLOGY						X
DIESEL		X				X
DRAFTING & DESIGN TECH.		X		X		X
ELECTRICAL OCCUP.		X				X
ELECTRONICS		X		X	X	X
FASHION DESIGN TECH.		X				
FOOD PREP		X				
GRAPHIC ARTS		X				X
HEALTH ASSISTING	X	X				X
HORTICULTURE/FLORICULTURE		X				X
METAL MACHINING TECH.		X				X
MARKETING & DISTRIBUTION		X				
MASONRY & TILE SETTING		X				
SMALL GAS ENGINE		X				X
WELDING		X				X

SCHOOL DISTRICT OF THE CITY OF YORK
ADMINISTRATION BUILDING
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YORK, PENNSYLVANIA 17405
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March 21, 1989

The Honorable Augustus Hawkins
2371 Rayburn H.O.B.
Washington, D.C. 20515

Dear Congressman Hawkins:

This letter will serve as a follow-up to the hearing conducted by the Education and Labor Committee at the York County Area Vocational-Technical School on Monday, March 13. Please permit me the opportunity to submit some additional thoughts as they pertain to the bill to refund the Carl Perkins Act and its impact on the School District of the City of York.

York, Pennsylvania is an urban community of approximately 45,000 inhabitants. It flourishes as a commercial center and light industrial area. The most recent York City Per Capita Income figure is $8,781. This is below the York County Per Capita Income figure of $10,697 for the same period.

The school district is congruent with the city limits. Enrollment in the district is 6,700 students of which 1,650 are enrolled in the one high school, William Penn High School. Our school district has historically supported vocational education. For many years it operated a highly successful industrial training course (one of the first of its kind in the Commonwealth of Pennsylvania) which was the forerunner of the county vocational-technical school. At their inception our programs in commercial education were also leaders in their respective fields. The School District of the City of York is now a participating member of the county vocational-technical school. Mr. Roger Apple aptly described its operational structure at the March 13 hearing.

Vocational programs remaining at William Penn High School include one satellite program in cosmetology, seven state approved vocational secondary programs (four business, one parenting, one consumer homemaking, one diversified occupations), and one vocational training program for disadvantaged students (STAR Program). Our school district receives special funding from the Carl Perkins Act for these programs as follows:

	1988-89	1989-90	
Regular Secondary	$10,851	$36,263	(Funding for 89-90 & 90-91)
Disadvantaged Youth	$52,448	$31,621	
	$63,299	$67,884	

Carl Perkins funding is down from a high of $130,684 in the 1983-84 program year. At that time we received $83,865 for the Disadvantaged Youth Program.

CHANGES IN THE PERKINS ACT THAT WOULD BE HELPFUL

* We request that the Perkins Act allow for the continuation of annual funding as opposed to alternate year funding. Funding every other year would place certain programs in jeopardy since alternate year funds would be the responsibility of the local school district.

* We request that provisions be made in the Act to allow for expenditures for maintenance and service to high-technology equipment. The use of this type equipment necessitates continual service and maintenance which is very expensive.

* We request that refunding legislation for the Perkins Act eliminate the dollar for dollar match requirement. Matching funds for categorical programs do not permit equitable expenditures from local funds. We feel local funds should be used to the benefit of as many students from the district as possible. A more appropriate requirement would be one which guarantees that all equipment funds are to be used for state of the art equipment. (Perhaps a federal list of approved equipment could be developed.)

* We request that the Act provide for "carryover" use of funds. This would allow local districts to use funds more prudently and be program oriented rather than spending to meet a deadline.

WE RESPECTFULLY REQUEST INCREASED CARL PERKINS FUNDING FOR THE FOLLOWING:

* William Penn High School currently provides a school within a school for the disadvantaged youth, specifically geared to students at risk of "dropping out." We call it the STAR (Supplemental Training Attitude Readjustment) Program. It is our desire to be able to provide a comprehensive staff, including areas of vocational education, student personnel services, job placement and career counseling, and behavior modification. Again, it would be helpful to have increased funding to assist in the expansion of this very expensive per pupil cost program.

- The School District of the City of York has as a long range goal the concept of a fourteen hour high school (8 A.M. - 10 P.M.). The program will be designed to provide alternative educational opportunities for at risk students as well as continuing educational opportunities for previous high school dropouts. A major emphasis in the course offerings would be related to vocational/commercial business education, in a regular classroom setting, and industrial training courses in the respective shops of printing, drafting, cabinet making, etc. To provide a program of this type and to maintain programs we need current and increased funding under the Perkins Act.

- At the risk of being redundant, but for the purpose of clarification, there is a need for increased funding for state of the art vocational equipment. As does industry have difficulty maintaining up-to-date status, so does a school district.

- Our school district wishes to keep the vocational education programs which we now operate. We are desirous of maintaining and upgrading them as needed. This school district needs appropriate funding to do this.

Thank you for the opportunity to provide this information to your data base for the refunding of the Carl D. Perkins Vocational Education Act.

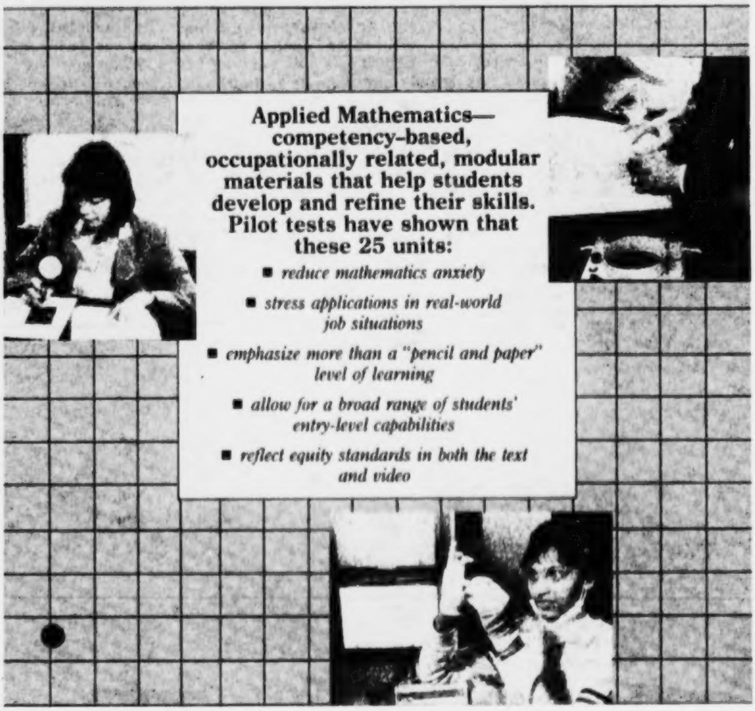
Very truly yours,

Jack C. Van Newkirk
Superintendent

JCV/sd

cc: William Goodling, M.C.
Fredrick Grandy, M.C.
Steven Craig Gunderson, M.C.
Matthew Martinez, M.C.
Andrew Hartman
Jo-Marie St. Martin

Applied Mathematics



Applied Mathematics—competency-based, occupationally related, modular materials that help students develop and refine their skills. Pilot tests have shown that these 25 units:

- *reduce mathematics anxiety*
- *stress applications in real-world job situations*
- *emphasize more than a "pencil and paper" level of learning*
- *allow for a broad range of students' entry-level capabilities*
- *reflect equity standards in both the text and video*

Applied Mathematics materials include:

- *25 student texts*
- *25 teacher's guides*
- *25 video segments*
- *an Implementation Notebook (including an "Overview" video)*

Applied Mathematics materials focus on:

- *doing arithmetic operations (with calculators)*
- *solving problems*
- *estimating answers*
- *developing measurement skills*

And touch on the following areas of study:

- *geometry*
- *data-handling*
- *simple statistics*
- *simple trigonometry*
- *algebraic formulas*

What kind of students need Applied Mathematics?

Any student who is not "functionally literate" in mathematics can benefit from these materials, as long as that student has at least an eighth-grade reading level and has a pre-algebra mathematics competency level.

Vocational students in grades nine through twelve—or adults who are in vocational/technical training—find the materials helpful. Post-high school learners may be in skill centers, Job Corps centers, preemployment centers, or at upgrading, retraining or apprenticeship sites.

How can Applied Mathematics be used?

Materials can be used in a one-year, stand-alone credit course. They also can be infused—as needed—into existing vocational programs. Units are presented sequentially in a stand-alone course. Certain units and subsections can be used to support vocational studies in health occupations, home economics, industrial technology, business and marketing, and agriculture/agribusiness.

Who can teach Applied Mathematics?

Teachers who understand the basic concepts and who can communicate to students how mathematics is used in today's jobs can teach these materials. Certified mathematics teachers have found that the materials cover the essential elements needed to qualify as a full-credit course.

What's the scope and sequence of Applied Mathematics?

Three optional review units, including text and video, encour students to master calculators ano refresh memories on numbers, fractions, decimals and percents.

A. Getting to Know Your Calculator
B. Naming Numbers in Different Ways
C. Finding Answers with Your Calculator

The main body of the course includes 22 units. Each unit has a teacher's guide, student text, and separate video segments. Titles are:

1. Learning Problem-solving Techniques
2. Estimating Answers
3. Measuring in English and Metric Units
4. Using Graphs, Charts, and Tables
5. Dealing with Data
6. Working with Lines and Angles
7. Working with Shapes in Two Dimensions

8. Working with Shapes in Three Dimensions
9. Using Ratios and Proportions
10. Working with Scale Drawings
Using Signed Numbers and Vectors
12. Using Scientific Notation
13. Precision, Accuracy, and Tolerance
14. Solving Problems with Powers and Roots
15. Using Formulas to Solve Problems
16. Solving Problems That Involve Linear Equations
17. Graphing Data
18. Solving Problems That Involve Nonlinear Equations
19. Working with Statistics
20. Working with Probabilities
21. Using Right-triangle Relationships
22. Using Trigonometric Functions

What's in a typical unit?

Six activity sessions concentrate on "Getting Started," "Learning the Skills," "Applying the Skills," and "Looking Back." Six sessions, however, do not necessarily equate to six class sessions of 40-50 minutes each.

Session divisions serve as a guide to the sequence of activities, and the time spent in each activity will depend on student backgrounds, course goals, time available, etc.—all to be determined by the teacher.

Session 1 involves overviewing the unit, viewing and discussing the video, and working—as a class—a problem proposed in the video.

Sessions 2 and 3 involve "read and do" text, class activities, class discussion, and "working through" examples.

Sessions 4 and 5 get students into lab activities and problem-solving exercises that involve extensive use of calculators. Students work in groups, collect data, make calculations, and discuss their results. An emphasis is placed on "hands-on" experiential learning, with students helping one another, discussing approaches to problem-solving, and consulting with the teacher in a "team spirit" atmosphere.

Session 6 activities include reviewing the unit objectives, watching the video again for a more in-depth understanding, and recapping the ideas presented in the summary. An end-of-unit test can be used at this time to evaluate student progress.

In a nutshell . . .

Applied Mathematics follows the approach to learning that's used in other applied learning materials such as **Principles of Technology**. That means that mathematics is made relevant by showing how the skill is used in the work place—and by teaching problem-solving through hands-on, activity-centered environments.

For more information about the curriculum, please call your official consortium representative at your State Department of Education. Or you can call The Center for Occupational Research and Development. We'll be glad to send you more information.

CORD

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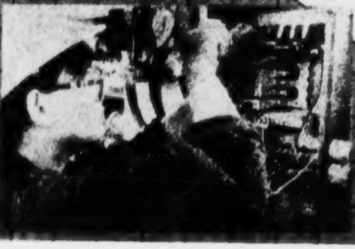

The **Applied Mathematics** materials were developed by a consortium of state vocational agencies, without whose financial and human resources support the project could not have succeeded, in cooperation with The Center for Occupational Research and Development.

Participating Agencies as of October 1988

Alabama State Board of Education and a consortium of local school districts
Alaska Department of Education, Office of Adult and Vocational Education
Arizona Department of Education, Division of Vocational Education
Arkansas State Department of Education, Vocational and Technical Education Division
Colorado State Board of Community Colleges and Occupational Education
Delaware Department of Public Instruction and the New Castle County Vocational Technical School District
District of Columbia Division of Career and Adult Education
Florida Department of Education, Division of Vocational, Adult and Community Education
Georgia Department of Education, Office of General and Vocational Instruction
Hawaii Department of Education, Office of Instructional Services
Idaho Division of Vocational Education
Illinois State Board of Education, Department of Adult, Vocational and Technical Education
Indiana Commission on Vocational and Technical Education
Iowa Department of Education, Bureau of Career Education
Kansas Department of Education, Division of Community Colleges and Vocational Education
Kentucky Department of Education, Office of Vocational Education
Maryland State Department of Education, Division of Vocational-Technical Education
Massachusetts Department of Education, Division of Occupational Education
Missouri Department of Elementary and Secondary Education
Nebraska Department of Education, Division of Vocational Education
New Hampshire Department of Education
Nevada Department of Education, Occupational Education Branch
New Mexico Department of Education, Division of Vocational, Technical and Adult Education
North Carolina State Department of Public Instruction, Division of Vocational Education
North Dakota State Board for Vocational Education
Ohio Department of Education, Division of Vocational and Career Education
Oklahoma State Department of Vocational Technical Education
Oregon Department of Education, Division of Vocational Education
Pennsylvania Department of Education
Rhode Island State Department of Education, Division of Vocational and Adult Education
South Carolina Department of Education, Office of Vocational Education
South Dakota Office of Vocational-Technical Education
Tennessee Department of Education, Division of Vocational-Technical Education
Texas Education Agency, Division of Vocational Education
Utah State Office of Education
Vermont State Department of Education, Division of Adult and Vocational-Technical Education
Virginia Department of Education, Vocational and Adult Education
Washington State Superintendent of Public Instruction
West Virginia State Department of Education, Bureau of Vocational, Technical and Adult Education
Wisconsin Department of Public Instruction, Bureau of Vocational Education
Wyoming Department of Education, Vocational Programs Unit

CORD is a nonprofit agency established to conduct research and development activities and to disseminate curricula for technical and occupational education and training. Projects are sponsored by contracts with federal and state agencies and by industrial and foundation support from the private sector. Products developed over the last 11 years are now being used by technical institutes, community colleges, vocational and comprehensive high schools, and in industry training programs. The home office of CORD is in Waco, Texas; a satellite office is in Austin, Texas.

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Design and Content Review Team members have assisted the project staff by contributing time and energy to reviewing the materials during development and in talking with their colleagues and others in regard to the materials. (In addition, we are grateful for the assistance of many others throughout the United States who have reviewed the materials and made numerous valuable suggestions.)

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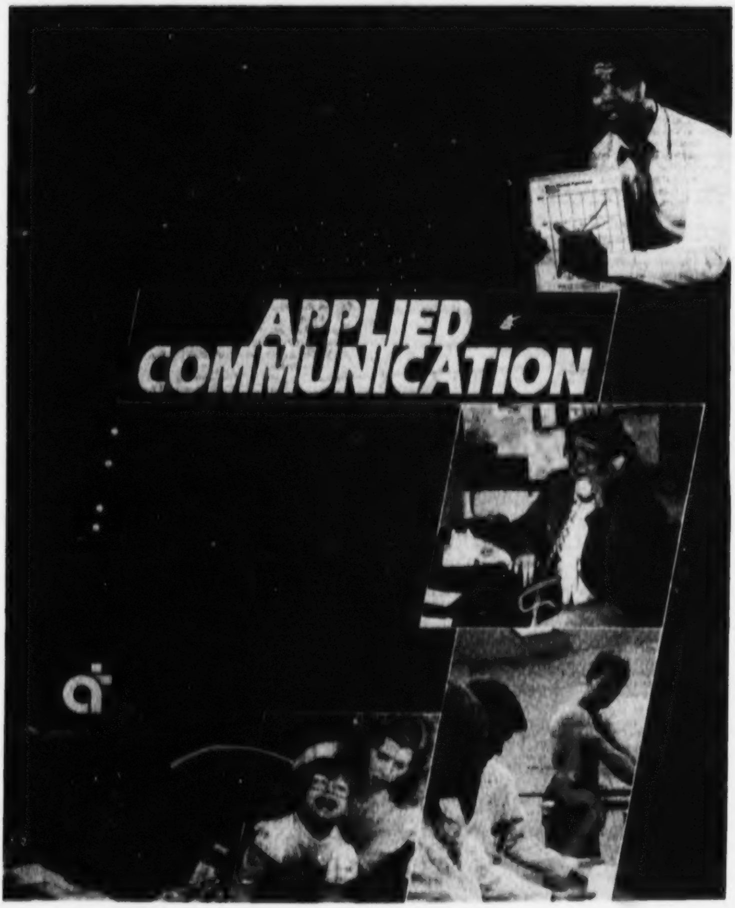
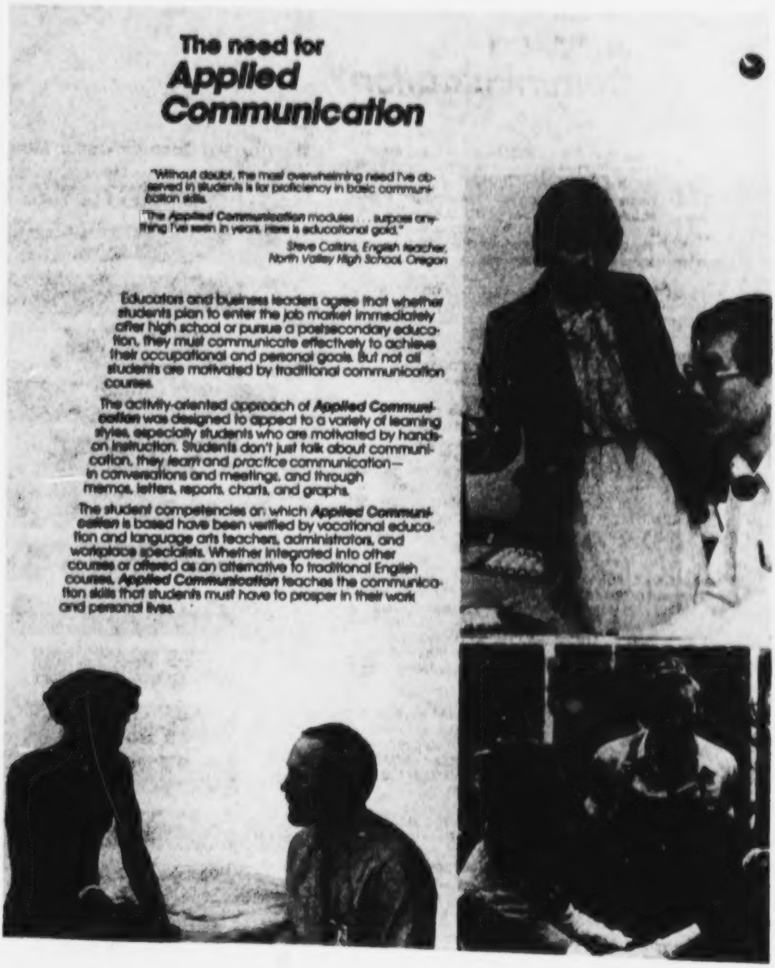


APPLIED
COMMUNICATION



The need for *Applied Communication*

"Without doubt, the most overwhelming need I've observed in students is for proficiency in basic communication skills.

"The *Applied Communication* modules . . . surpass anything I've seen in years. Here is educational gold."

Steve Calkins, English teacher,
North Valley High School, Oregon

Educators and business leaders agree that whether students plan to enter the job market immediately after high school or pursue a postsecondary education, they must communicate effectively to achieve their occupational and personal goals. But not all students are motivated by traditional communication courses.

The activity-oriented approach of ***Applied Communication*** was designed to appeal to a variety of learning styles, especially students who are motivated by hands-on instruction. Students don't just talk about communication, they *learn* and *practice* communication—in conversations and meetings, and through memos, letters, reports, charts, and graphs.

The student competencies on which ***Applied Communication*** is based have been verified by vocational education and language arts teachers, administrators, and workplace specialists. Whether integrated into other courses or offered as an alternative to traditional English courses, ***Applied Communication*** teaches the communication skills that students must have to prosper in their work and personal lives.

What is *Applied Communication?*

Applied Communication is a comprehensive set of learning materials designed to help all students develop and refine career-related communication skills. ***Applied Communication*** is *not* a remedial course. It is designed primarily for high school students, but may be useful in postsecondary, adult education, and retraining settings.

Organization: The learning materials are divided into 15 instructional modules and include a total of 150 lessons. The modules can be used singly—in any order—to broaden existing communication/language arts/English or vocational/technical courses. Or all 15 modules can be used as the basis for a year-long course.

Modules: Each instructional module includes a series of ten 40- to 55-minute lessons incorporating a variety of learning activities and experiences. Lessons 1 through 7 of each module provide instruction and practice in communication skills as they are generally used in the workplace. Lessons 8 through 10 feature activities designed to develop and refine communication skills in five major occupational areas: agriculture, business/marketing, health occupations, home economics, and technical/trade/industrial.

Instructional Materials: The comprehensive Instructor's Kit for each of the 15 modules contains (1) an Instructor's Guide with overhead transparency and student activity masters, (2) student Worktext, and (3) videotape. Each Instructor's Guide includes detailed lesson plans, a chart of student competencies covered in the module, and an annotated resource list of related materials—print, film, video, and/or software.

Every module features two video programs—Video A to introduce the module and Video B to review its content—each about ten minutes long. Shot on location in a variety of work settings, the video programs reinforce concepts, bringing the workplace into the classroom and showing students the importance of communication skills on the job.

The student Worktext for each module supplies the material for student activities—individual task sheets with lists of goals and objectives, background information, observation checklists, self-evaluation forms, worksheets, schedules, letters, and charts.

The *Applied Communication* Modules

[redacted]

[redacted]

[redacted]

[redacted]

[redacted]

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[redacted]

[redacted]

[redacted]

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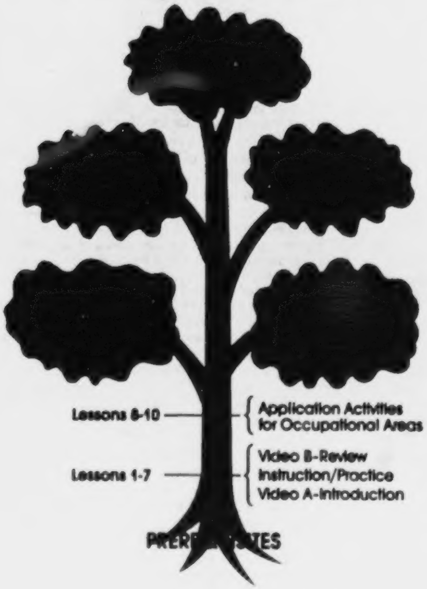
The development of *Applied Communication*

Structure of an *Applied Communication* Module



Applied Communication is the result of a cooperative activity of a consortium of 42 state and provincial education agencies (see Participating Agencies, back panel) in association with the Agency for Instructional Technology (AIT). These agencies have provided $1,561,907 for the creation of ***Applied Communication*** and are facilitating the use of the course.

The project began in 1985-86 when, after cooperating with a consortium of state and provincial education agencies and the Center for Occupational Research and Development to produce ***Principles of Technology***, AIT perceived the need for a course in applied communication.

In April 1986, discussions with state and provincial directors of vocational education and their representatives confirmed that additional curriculum and materials in applied communication were high priorities. A prospectus for ***Applied Communication*** was issued in June 1986 and initial development began six months later.

Print materials and video scripts prepared by AIT were reviewed by an independent team of language arts and workplace specialists (see Design Team/Content Consultants, back panel). Materials were also reviewed by participating consortium agencies, content specialists, teachers, and other specialists in occupational areas served by vocational education.

Print and video were field-tested with 1,500 students at 60 sites across the United States and Canada. Participating teachers included specialists in communication/language arts/English and agriculture, business/marketing, health occupations, home economics, and technical/trade/industrial occupational areas.

The schedule for development and use of ***Applied Communication*** is as follows:

Curriculum formulation	December 1986–March 1987
Pilot testing	September 1987
Meetings of participating agencies	October 1987 and April 1988
Field testing	March 1988
Initial availability of first eight modules	September 1988
Full implementation	January 1989

Initiating *Applied Communication*

To implement ***Applied Communication*** you will need to consider the following:

Teachers

- Should be familiar with the communication and vocational content of the course.
- Can be current communication/language arts/English faculty.
- Can be current vocational/technical faculty.
- Can be a teaching team of communication and vocational specialists.

Students

- Should have at least an eighth-grade reading ability.
- May be in high school, postsecondary, adult education, or retraining settings.
- May be planning to attend any type of postsecondary school, or none.

Materials

- Print and video materials may be ordered in final form from AIT or may be reproduced from masters provided by your state or provincial participating agency (see back panel).
- Teachers will need an Instructor's Kit for each of the 15 ten-lesson modules to be taught. The kit contains (1) an Instructor's Guide with overhead transparency and student activity masters, (2) student Worktext, and (3) videotape.
- A consumable student Worktext for each module may also be supplied to each student.

Course Credit

- Course credit can be a local or state/provincial determination. Some schools plan to teach ***Applied Communication*** as a free-standing year-long course of 150 40- to 55-minute class periods. Others plan to integrate ***Applied Communication***—selected modules or all 15—into the vocational/technical or communication/language arts/English curriculum.
- The kind and amount of credit to be granted may be determined by examining the instructional materials for the 15 modules.
- Other guidance about credits should be obtained through your state or provincial department or ministry of education.

Information/Implementation

- An Implementation Kit containing the Information Handbook, Workshop Leader's Handbook, and the 15-minute video "About ***Applied Communication***" is available from your state or provincial participating agency. ***Applied Communication*** brochures, posters, and photos can also be obtained from the agency. Purchasers of a full set of 15 instructional modules from AIT will receive the Implementation Kit at no charge.
- Implementors should inform potential students, teachers, counselors, administrators, parents, and community and business leaders about ***Applied Communication*** and elicit their support.
- National and international information activities will be conducted by AIT.

Cost

- If your state or provincial education agency is listed on the back panel, it has already paid for your right to use and freely duplicate ***Applied Communication*** materials.
- You may, however, wish to purchase print and video materials from AIT at preferred prices rather than duplicate them from your participating agency's masters. Contact AIT for more information.

Evolving from a television library begun in 1962, the nonprofit American-Canadian Agency for Instructional Technology (AIT) was established in 1973 to strengthen education through technology. AIT pursues its mission through the development and distribution of video and computer programs and printed materials in association with state and provincial education agencies. In addition, AIT acquires, enhances, and distributes programs produced by others. AIT programs are used in schools throughout the United States and Canada. The agency is based in Bloomington, Indiana.

Together . . . resources
for today's learner

For further information or help in implementing

Applied Communication

contact

or AIT, Box A, Bloomington, IN 47402 800/457-4509 812/339-2203

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Alabama State Department of Education
  Division of Vocational Education

Alaska Department of Education
  Office of Adult and Vocational Education

Alberta Education and ACCESS Network

Arizona Department of Education
  Division of Vocational/Technological Education

Arkansas Department of Education
  Vocational and Technical Education Division

Colorado State Board for Community Colleges and Occupational Education

Washington, D.C., Division of Career & Adult Education

Delaware Department of Public Instruction

Florida Department of Education
  Division of Vocational, Adult, and Community Education

Georgia Department of Education
  Office of General & Vocational Instruction

Hawaii Department of Education

Idaho Division of Vocational Education

Illinois State Board of Education
  Department of Adult, Vocational and Technical Education

Indiana Commission on Vocational and Technical Education

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  Bureau of Career Education

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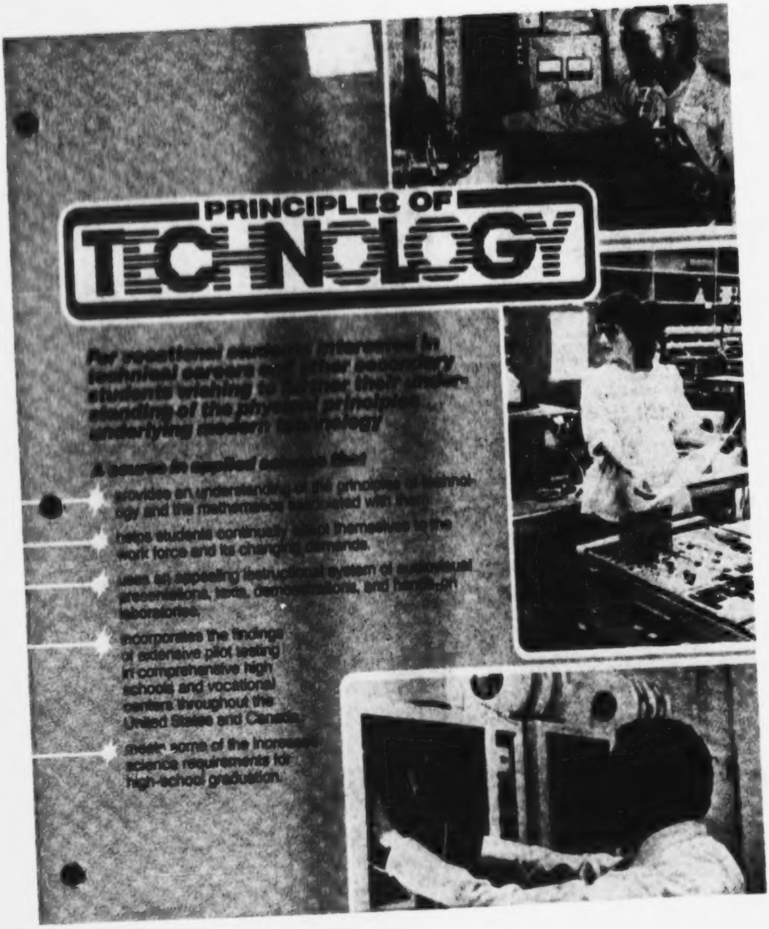


PRINCIPLES OF TECHNOLOGY

For vocational students interested in technical careers and other secondary students wishing to further their understanding of the physical principles underlying modern technology

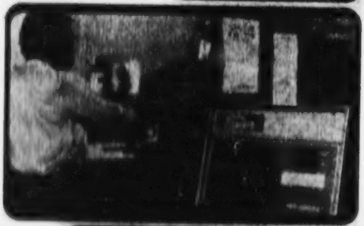
A course in applied science that:

- provides an understanding of the principles of technology and the mathematics associated with them.
- helps students continually adapt themselves to the work force and its changing demands.
- uses an appealing instructional system of audiovisual presentations, texts, demonstrations, and hands-on laboratories.
- incorporates the findings of extensive pilot testing in comprehensive high schools and vocational centers throughout the United States and Canada.
- meets some of the increased science requirements for high-school graduation.

The Need for *Principles of Technology*

Principles of Technology is a course designed to prepare students more effectively for technical careers. The complexity and rapid change of modern technology require training that is applicable to more than a single job. Technicians must understand the mechanical, fluid, electrical, and thermal principles on which modern equipment operates. And if technicians understand the principles on which their current work is based, they can apply those principles to new tasks as the need arises.

The *Principles of Technology* course may be offered as an alternative to increased course work in traditional science. As noted by the National Commission on Secondary Vocational Education, many states have responded to recent criticisms of the secondary school by increasing the number of academic courses required for graduation. The Commission recommends that high school students who do not plan to go to college and who purposefully choose a vocational program "be allowed to satisfy some requirements for high school graduation—for example in the areas of mathematics, science, English, or social study—with selected courses in areas of vocational education that are comparable in content coverage and rigor." *Principles of Technology* is a way of doing that.



What Is *Principles of Technology?*

Principles of Technology is designed to be both academically rigorous and practical for students planning technical careers. It includes 14 units of instruction, with each unit typically comprising 26 sessions of 50 minutes each.

Content: *Principles of Technology* is based on the Unified Technical Concepts course developed by the Center for Occupational Research and Development, Waco, Texas. Each of the 14 units deals with one principle as it applies in the four energy systems—mechanical, fluid, thermal, and electrical—that make up both simple and complex technological devices and equipment. The units also cover the mathematics needed to understand and apply the principles. Most often, the units will be presented over two years and in the sequence shown in Figure 1.

Teaching/learning plan: The first class for each unit is an introduction and overview of the unit's content. The last class is designed for a unit review/summary and test. The 24 intervening classes are divided into four subunits of six classes each.

Each subunit deals with the unit's major technical principle as it applies in one of the four energy systems. A subunit usually consists of two days of lecture/discussion, a math skills lab, two days of hands-on physics applications labs, and a subunit review. Video segments are used throughout. The instructional system for a typical unit is illustrated in Figure 2.

Before attempting the regular math skills labs, students are evaluated to determine if they have the needed mathematics skills. Those who do not will complete preparatory work before they complete the regular math skills lab; students who are highly skilled can be challenged by more difficult mathematics exercises.

Instructional materials: For each unit there is a comprehensive student text and a teacher's guide. There are also approximately 78 video programs (in various nonbroadcast formats) totaling about 500 minutes. The teacher's guide includes approximately 50 demonstrations that can be carried out with readily available apparatus. The student text details over 100 hands-on laboratories. Many of these require an initial procurement of equipment and supplies. At regular intervals, the text also includes evaluation items and written exercises.

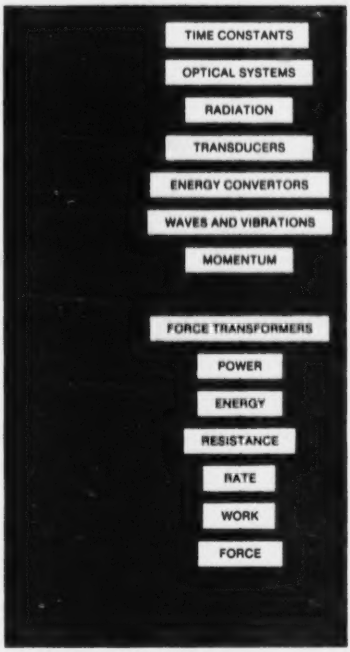


Figure 1

The Development of *Principles of Technology*

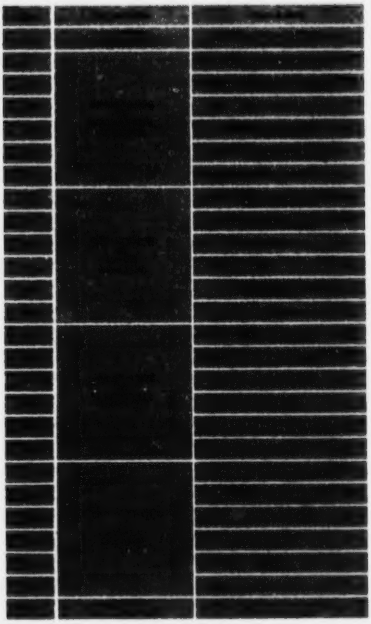


Figure 2

The development of the *Principles of Technology* course is a cooperative activity of a consortium of 43 state and provincial vocational education agencies (back page) in association with the Agency for Instructional Technology (AIT) and the Center for Occupational Research and Development (CORD). The vocational agencies are providing $2,750,000 for the creation of *Principles of Technology* and will facilitate initiation and use of the course within their service areas.

Drafts of print materials and scripts of audiovisual components, prepared by CORD and AIT, have been reviewed for content by an independent, eight-member team of specialists in vocational education and instructional media. (See Content Review Team, back page.) Materials have also been reviewed by the consortium agencies.

During the 1984-85 school year, some sixty vocational schools—approximately two from each participating state or province—were involved in the testing of Units 1 through 7. A similar test of Units 8 through 14 was completed in 1985-86. Before they are released for general use, all materials are extensively field tested and appropriately revised.

A prospectus for the course was issued in June 1983, and initial development began five months later. The overall schedule for the development and use of *Principles of Technology* is as follows:

Instructional design	
Units 1-7	November 1983–June 1984
Units 8-14	July 1984–June 1985
Pilot testing	
Units 1-7	September 1984–June 1985
Units 8-14	September 1985–June 1986
Revisions	December 1984–June 1986
Meetings of cooperating agencies	February 1984 March 1985
Initial regular use by schools within the cooperating states and provinces	
Units 1-7	September 1985
Units 8-14	September 1986

Initiating *Principles of Technology*

Initial use of the first year of the *Principles of Technology* course began August 1985. To implement the course you will need to consider the following:

Teachers

- Can be from current vocational technical faculty.
- Can be from current science/mathematics faculty.
- Should be familiar with the physics and mathematics content of the course.
- Can be a teaching team with one science/mathematics specialist and one vocational specialist.

Students

- Should be primarily tenth-, eleventh-, and twelfth-grade students interested in technical careers.
- May be other students who wish to satisfy science requirements.
- Should have at least an eighth-grade reading ability.
- Must complete year one of the course before enrolling in year two but may elect to complete year one as a useful stand-alone course.
- Should have satisfactorily completed one year of secondary-level general mathematics.
- Will be helped by previous or concurrent enrollment in algebra.

Materials

- Printed and video materials may be ordered in final form or may be reproduced locally from master copies.
- Demonstration and laboratory equipment may be on hand, may need to be constructed, or may need to be ordered from commercial vendors.
- Equipment lists and details about procuring equipment are available through your state or provincial consortium contact.

Facilities Needed

- Standard classroom plus adequate space to set up one to five laboratory stations per class (depending on availability of equipment).
- A videocassette player (½" beta, ½" VHS, or ¾") and color monitor.

Course Credit

- Course credit is usually a local determination. (Pilot-test schools have generally given science credit and sometimes mathematics credit.)
- The kind and amount of credit to be granted may be determined by examining the course materials, teaching plan, and instructional objectives for the units. (This material is currently available for the first-year units.)
- The course is readily adaptable to existing two-year vocational technical high-school programs and can also be used as part of postsecondary technician/occupational programs.
- Other guidance on credits can be obtained through your state or provincial department of vocational education.

Information Activities

- Efforts should be made at once to inform potential students, parents, counselors, teachers, other school administrators, and community and business leaders about the *Principles of Technology* course and to elicit their support.
- Various materials to help publicize the project can be obtained through your state or provincial consortium contact.
- AIT and CORD will conduct information activities on the national level.

Cost

- If your state or provincial vocational education agency is listed on the back page, it has already paid for your right to use and freely duplicate *Principles of Technology* materials.
- You may wish to purchase printed materials or videocassettes at preferred prices rather then duplicating them from masters.
- Initially, you will need to purchase whatever laboratory and demonstration equipment is not already on hand. (It will cost approximately $4,000 to $6,000 to equip fully each lab station for year one. The number of stations you will need depends on course enrollment.)

AIT

Evolving from a television library begun in 1962, the nonprofit American-Canadian Agency for Instructional Technology (AIT) was established in 1973 to strengthen education through technology. AIT pursues its mission through the development and distribution of video and computer programs and printed materials in association with state and provincial education agencies. In addition, AIT acquires, enhances, and distributes programs produced by others. AIT programs are used in schools throughout the United States and Canada. The agency is based in Bloomington, Indiana.

CORD

The Center for Occupational Research and Development is a nonprofit organization established to conduct research and development activities and to disseminate curricula for technical and occupational education and training. CORD has developed over 36,000 pages of instructional materials for technicians on 14 major curriculum projects in advanced technology areas. This includes the Unified Technical Concepts course on which *Principles of Technology* is based. These projects were sponsored by contracts with federal and state agencies, and by industrial support from the private sector. The products developed by CORD are used in technical institutes, community colleges, vocational high schools and industry training programs. CORD has been tailoring educational programs to meet workforce needs for 10 years. The CORD office is in Waco, Texas.

For further information or help in implementing
Principles of Technology
contact:

Participating Agencies

Alabama State Board of Education
and a consortium of local school districts

Alaska Department of Education

Alberta Education/ACCESS Network

Arizona Department of Education

Arkansas State Department of Education
  Vocational and Technical Education Division

California Department of Education
  Division of Vocational Education

Colorado State Board for Community Colleges
and Occupational Education
Colorado Department of Education
and a consortium of local school districts

Delaware Department of Public Instruction
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Vocational Technical School District

Florida Department of Education
  Division of Vocational Education and
  Office of Instructional Television and Radio

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  Office of Vocational Education

Idaho Division of Vocational Education

Illinois State Board of Education
  Department of Adult, Vocational and
  Technical Education

Indiana State Board of Vocational and
Technical Education

Iowa Department of Public Instruction
  Career Education Division

Kansas State Department of Education
  Community College and Vocational
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Kentucky Department of Education
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Louisiana State Department of Education
  Office of Vocational Education

Maine State Department of Educational and
Cultural Services,
  Bureau of Vocational Education/Division
  of Program Services

Maryland State Department of Education
  Division of Vocational/Technical Education

Massachusetts Department of Education
  Division of Occupational Education

Minnesota Special Intermediate School
District 916

Mississippi State Department of Education
  Vocational-Technical Division

Missouri Department of Elementary and
Secondary Education

Montana Office of Public Instruction
  Department of Vocational Education
  Services

Nebraska Department of Education
  Division of Vocational Education

New Hampshire Department of
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Nevada Department of Education/Occupational
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New Mexico State Department of Education
and a consortium of secondary and
postsecondary schools

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school districts

West Virginia State Department of Education
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  Bureau for Vocational Education

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HEARING ON H.R. 7, REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT AND H.R. 22, TECH-PREP EDUCATION ACT—Volume 3

HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND
VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

HEARING HELD IN WESTLAND, MI, ON APRIL 14, 1989

Serial No. 101–20

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HEARING ON H.R. 7, REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT AND H.R. 22, TECH-PREP EDUCATION ACT

FRIDAY, APRIL 14, 1989

House of Representatives,
Subcommittee on Elementary, Secondary, and
Vocational Education,
Committee on Education and Labor,
Westland, MI.

The subcommittee met, pursuant to notice, at 9:37 a.m., in Westland, Michigan, Hon. William D. Ford presiding.

Members present. Representatives Ford and Hayes.

Staff present. John Jennings, counsel; Dr. Thomas Wolanin; and Michael Lance, professional staff member.

Mr. Ford. I am pleased to call to order this hearing of the Subcommittee on Elementary, Secondary, and Vocational Education of the House Committee on Education and Labor.

I'm particularly pleased to be chairing this hearing at the William D. Ford Vocational/Technical Center. This is the first congressional hearing to be held at this school, which in my unbiased judgment is one of the finest vocational education facilities in America. [Applause]

Mr. Ford. Now you know that was an unbiased comment because I said it was.

I would like to express my special appreciate to Ed Ferguson, Principal of the Center, for making this facility available to us and extending his generous hospitality and logistical support to make this hearing at this site possible.

I am also very pleased to have with us this morning Congressman Charles Hayes from Chicago, Illinois, who made it possible for us to have this hearing by agreeing to come out here and not as others are doing on the committee, do the things that are to be done in Washington or in their own districts.

We are also joined on my right by Jack Jennings, the counsel of the Subcommittee on Elementary, Secondary, and Vocational Education, which is his official title, but he is really the top education staff person on the full Education and Labor Committee. And even though he still maintains his youthful appearance he's got a great many years on that committee working with the legislation.

And he with the fellow sitting next to him here, Dr. Wolanin, between them can give you about half a century of experience in writing this legislation. And if you're not careful when you ask a question you get the whole half a century. But they are both very, very capable staff people.

And over to my left is the Republican staff, Michael Lance. We refer to him euphemistically as being from the minority staff of the committee, representing the minority members of the committee. And if you have any particular concerns you want to address to them, Michael will be very happy to discuss them with you.

I would also like to record, because this will be part of the record, my special appreciation to Congressman Gus Hawkins, the Chairman of the full Education and Labor Committee; and also Chairman of the Subcommittee for agreeing to schedule this field hearing here in Michigan.

Gus did not want to have field hearings on this because he's anxious to move this vocational education bill as soon as we possibly can and get ahead of what's inevitably going to happen later this year as the budget process and appropriations get in the way of all the initiatives.

But he has been kind enough to let us include a hearing for Michigan people. And I think that's a tribute to the people of Michigan in vocational education because it has been very clear to the people on the committee that the people in Michigan really care and have an awful lot of interest in the health and development of vocational and technical training. And that presence is known by members of the committee as is their commitment to vocational education.

I think that's very much a part of the reason why the Chairman thought it was worthwhile that he devote one hearing from the people in Michigan.

The hearing today is to gather the views of Michigan educators and others with deep interest in the reauthorization of the Carl D. Perkins Vocational Education Act and in H.R. 22, the Tech-Prep Education Act. And if you look at the latest version of the Hawkins-Goodling substitute which the subcommittee has already agreed to take to the full committee as the vehicle for marking up this legislation, H.R. 22, the Tech-Prep Act has been incorporated. But the staff has been skillful in working with legislative counsel to get it designated as the Tech-Prep Act, part of the Perkins Act, to give it some recognition.

Now, although the subcommittee has marked up a proposed version of this legislation and won't be going to the full committee until probably next week or the following week, April 25th, we expect that there will be a number of changes from what was done in the subcommittee.

What came out of the subcommittee is now available, I believe, to look at. And we would appreciate having follow-up today on anything you see that has been done. A compromised package has been sent to the full committee with the recommendation that it pass.

We don't know what will happen in the way of changes in the full committee or whether some of us will agree to the compromise up to this point, we might have changes we want to make. So it is still a very live and open issue and this is a very critical time for the input of the people who will appear today.

Let me add one more thing. If there are people here today who are not going to appear on a panel, and especially those who wanted to be on a panel but we couldn't accommodate them with the time we have available, please feel free to submit for the record whatever material you think would be helpful to this record and persuasive of your point of view with the members of the full committee and later with the House when we publish the report.

If during the course of the proceedings today, whether you're a panelist or not a panelist, if there is an issue that is raised or isn't raise and you're concerned that it should have been, we will have the record opened for at least two weeks after today and will be glad to receive from anyone whether you are a panelist or not, either a critique of what the panelists say, a disagreement or an agreement, a statement in support of what they are saying, or a statement about something that we failed to bring out through the avenue of panelists that you think should be considered and might not otherwise be considered.

In other words, we want a maximum possible participation and input and ideas, because it's always very difficult when you finally get to conference with the other body, which I expect won't take place this year but probably next year. The Senate never likes to work on an education bill until the last minute. And they let us write it first and then they sit back and try to make it look prettier. And we get to conference in the second year.

When we get to that conference usually we have all kinds of friends in education to say what you should have done is this. And it's kind of late, but sometimes we can still make some changes and sometimes we can't. The only time we even have an opportunity is if the Senate disagrees with us on something so that it's opened in conference.

So don't count on the fact that a late blooming idea can sit on the shelf for any period of time in this process.

Chairman Hawkins has the full support of the committee on both sides of the aisle and wants to move this legislation fast because we think it's important.

And as a matter of fact, we have to go to the floor with this bill before the 15th of May. If we don't get the bill to the floor by the 15th of May under Gramm-Rudman we will lose any chance for changing any kind of funding or increasing any funding in the next fiscal year which will start October 1st.

So there is a great sense of urgency. And I'll take no more time.

[The prepared statement of Hon. William D. Ford follows:]

THE HONORABLE WILLIAM D. FORD
OF MICHIGAN
OPENING STATEMENT

I AM VERY PLEASED TO CALL TO ORDER THIS HEARING OF THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION OF THE HOUSE COMMITTEE ON EDUCATION AND LABOR. I AM PARTICULARLY PLEASED TO BE CHAIRING THIS HEARING AT THE WILLIAM D. FORD VOCATIONAL/TECHNICAL CENTER. THIS IS THE FIRST CONGRESSIONAL HEARING TO BE HELD AT THIS SCHOOL, WHICH IN MY UNBIASED JUDGMENT IS ONE OF THE FINEST VOCATIONAL EDUCATION FACILITIES IN AMERICA. I WOULD LIKE TO EXPRESS MY SPECIAL APPRECIATION TO ED FERGUSON, THE PRINCIPAL OF THE WILLIAM D. FORD VOCATIONAL/TECHNICAL CENTER FOR MAKING THIS FACILITY AVAILABLE TO US AND FOR EXTENDING HIS GENEROUS HOSPITALITY AND LOGISTICAL SUPPORT TO THIS HEARING.

I AM ALSO VERY PLEASED TO HAVE CONGRESSMAN CHARLES HAYES FROM CHICAGO, ILLINOIS JOINING US FOR THIS HEARING. CONGRESSMAN HAYES IS A DEAR FRIEND AND ONE OF THE MOST STALWART CHAMPIONS OF EDUCATIONAL OPPORTUNITY IN THE HOUSE.

WE ARE ALSO JOINED BY JACK JENNINGS, THE COUNSEL OF THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION, AND MICHAEL LANCE OF THE MINORITY STAFF OF THE EDUCATION AND LABOR COMMITTEE.

I WOULD LIKE TO ESPECIALLY RECORD MY APPRECIATION TO CONGRESSMAN GUS HAWKINS, THE CHAIRMAN OF THE EDUCATION AND LABOR COMMITTEE AND OF THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION, FOR AGREEING TO SCHEDULE THIS FIELD HEARING HERE IN MICHIGAN.

OUR HEARING TODAY IS TO GATHER THE VIEWS OF MICHIGAN EDUCATORS AND THOSE WITH A DEEP INTEREST IN EDUCATION ON THE REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT AND ON H.R. 22, THE TECH-PREP EDUCATION ACT. ALTHOUGH THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION MARKED UP THIS LEGISLATION EARLIER THIS WEEK, WE ARE STILL AT THE VERY BEGINNING OF THE LEGISLATIVE PROCESS IN CONSIDERING THIS VOCATIONAL EDUCATION. THIS PROCESS WILL ALMOST SURELY STRETCH INTO MUCH OF NEXT YEAR AS WE STILL HAVE FULL COMMITTEE CONSIDERATION AS WELL AS

ACTION BY THE FULL HOUSE AND BY THE SENATE AND ITS COMMITTEE AHEAD OF US. THEREFORE, YOUR TESTIMONY IS MOST TIMELY, AND I LOOK FORWARD TO HEARING FROM ALL THE WITNESSES.

BEFORE CALLING ON OUR FIRST WITNESS, I WOULD LIKE TO RECOGNIZE CONGRESSMAN HAYES FOR ANY OPENING REMARKS HE WOULD CARE TO MAKE.

I

101st CONGRESS
1st Session

H. R. 22

To amend the Carl D. Perkins Vocational Education Act to establish a program of grants to consortia of local educational agencies and community colleges for purposes of providing tech-prep education.

IN THE HOUSE OF REPRESENTATIVES

January 3, 1989

Mr. Ford of Michigan introduced the following bill; which was referred to the Committee on Education and Labor

March 30, 1989

Additional sponsors: Mr. Rahall, Mr. Perkins, Mr. McCurdy, Mr. Rinaldo, Mr. Ackerman, Mr. Quillen, Mr. Penny, Mr. Torres, Mrs. Lloyd, Mr. Martinez, Mrs. Collins, Mr. Owens of New York, Mr. Hayes of Illinois, Mr. Roe, Mr. Rangel, Mr. Dymally, Mr. Savage, Mr. Coleman of Texas, Mr. Emerson, Mr. Ray, Mr. McDermott, Mr. Kildee, Mr. Smith of Vermont, Mr. Bevill, Mr. Clay, Mr. de Lugo, Mr. Parris, Mr. Derrick, Mrs. Unsoeld, Mr. Pallone, Mr. Poshard, Mr. Nowak, Mr. Dixon, Mr. Gilman, Mr. McCloskey, Mr. Henry, Mr. Hutto, Mr. Hammerschmidt, Mr. Jones of North Carolina, Mr. Boucher, Mr. Shays, Mr. Bonior, Mr. Pease, Mr. Walgren, Mr. Jacobs, Mr. Ravenel, Mr. Hertel, Mr. Boehlert, Mr. Fish, Ms. Oakar, Mr. Fuster, Mrs. Byron, Mr. Wolpe, Mr. Hefner, Mr. Russo, Mr. Lehmen of California, Mr. Walsh, Mr. Lancaster, Mr. Miller of California, Mr. Staggers, Mr. Foglietta, Mr. Rose, Mr. Coble, Mr. Pursell, Mr. Neal of Massachusetts, Mr. Frank, Mr. Nelson of Florida, Mr. Clarke, Mr. Manton, Mr. Kleczka, Mr. Chapman, Mr. Gallo, Mr. Kostmayer, Mr. Conyers, Mr. Wyden, Mr. Leland, Mr. Valentine, Mr. Ortiz, Mr. Kolter, Mr. DeFazio, and Mr. Aspin

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A BILL

To amend the Carl D. Perkins Vocational Education Act to establish a program of grants to consortia of local educational agencies and community colleges for purposes of providing tech-prep education.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This part may be cited as the "Tech-Prep Education Act".

SEC. 2. PROGRAM AUTHORIZED.

(a) General Authority.—Title IV of the Carl D. Perkins Vocational Education Act is amended—

(1) by redesignating part F as part G;

(2) by redesignating section 451 as section 461; and

(3) by inserting after part E the following new part:

"PART F—TECH-PREP EDUCATION

"SEC. 451. FINDINGS AND PURPOSE.

"(a) Findings.—The Congress finds that—

"(1) rapid technological advances and global economic competition demand increased levels of skilled technical education preparation and readiness on the part of youths entering the workforce;

"(2) effective strategies reaching beyond the boundaries of traditional schooling are necessary to provide early and sustained intervention by parents, teachers, and educational institutions in the lives of students;

"(3) a combination of nontraditional school-to-work technical education programs, using state-of-the-art equipment and appropriate technologies, will reduce the dropout rate for high school students in the United States and will produce youths who are mature, responsible, and motivated to build good lives for themselves;

"(4) the establishment of systematic technical education articulation agreements between secondary schools and community colleges is necessary for providing youths with skills in the liberal and practical arts and in basic academics and with the intense technical preparation necessary for finding a position in a changing workplace;

"(5) by the year 2000 an estimated 15,000,000 manufacturing jobs will require more advanced technical skills, and an equal number of service jobs will become obsolete;

"(6) more than 50 percent of jobs that are currently developing will require skills greater than those currently provided by existing educational programs;

"(7) dropout rates in urban schools are currently 50 percent or higher, and more than 50 percent of all Hispanic youth drop out of high school;

"(8) each year, as a result of 1,000,000 youths dropping out of high school with inadequate preparation to enter the workforce, the United States loses $240,000,000,000 in earnings and taxes; and

"(9) employers in the United States pay an estimated $210,000,000,000 annually for formal and informal training, remediation, and in lost productivity as a result of untrained and unprepared youth joining, or attempting to join, the workforce of the United States.

"(b) PURPOSE.—It is the purpose of this part—

"(1) to provide planning and demonstration grants to consortia of local educational agencies and community colleges, for the development and operation of 4-year programs designed to provide a tech-prep education program leading to an associate degree for youths; and

"(2) to provide, in a systematic manner, strong, comprehensive links between secondary schools and institutions of higher education.

"SEC. 452. PROGRAM AUTHORIZED.

"(a) GENERAL AUTHORITY.—The Secretary of Education shall make grants to pay the Federal share of the cost of activities carried out under this part to consortia of—

"(1) local educational agencies or area vocational schools serving secondary school students; and

"(2) nonprofit institutions of higher education which offer a 2-year associate degree program or a 2-year certificate program and which are qualified as institutions of higher education pursuant to section 481 of the Higher Education Act.

"(b) AMOUNTS OF GRANTS.—

"(1) FEDERAL SHARE.—The Federal share of the cost of any activity carried out with assistance under this part may not exceed—

"(A) for the first year that a grant is received, 100 percent of such cost with respect to planning purposes;

"(B) for the second year that a grant is received, 80 percent of such cost with respect to implementation and operation;

"(C) for the third year that a grant is received, 70 percent of such cost with respect to operation;

"(D) for the fourth year that a grant is received, 60 percent of such cost with respect to operation; and

"(E) for the fifth year that a grant is received, 50 percent of such cost with respect to operation.

"SEC. 453. TECH-PREP EDUCATION PROGRAMS.

"(a) GENERAL AUTHORITY.—Each grant recipient shall use amounts provided under the grant to develop and operate a 4-year tech-prep education program.

"(b) CONTENTS OF PROGRAM.—Any such program shall—

"(1) be carried out under an articulation agreement between the participants in the consortium;

"(2) consist of the 2 years of secondary school preceding graduation and 2 years of higher education, with a common core of required proficiency in mathematics, science, communications, and technologies designed to lead to an associate degree in a specific career field;

"(3) include the development of tech-prep education program curriculum appropriate to the needs of the consortium participants; and

"(4) include in-service training for teachers that—

"(A) is designed to train teachers to implement effectively tech-prep education curriculum;

"(B) provides for joint training for teachers from all participants in the consortium; and

"(C) may provide such training in weekend, evening, and summer sessions, institutes or workshops.

"(c) ADDITIONAL AUTHORIZED ACTIVITIES.—Any such program may—

"(1) provide for training programs for counselors designed to enable counselors more effectively to recruit students for tech-prep education programs, ensure their successful completion of such programs and their placement in appropriate employment; and

"(2) provide for the acquisition of tech-prep education program equipment.

"SEC. 454. APPLICATIONS.

"(a) IN GENERAL.—Each consortium that desires to receive a grant under this section shall submit an application to the Secretary at such time and in such manner as the Secretary shall prescribe.

"(b) FIVE-YEAR PLAN.—Each application submitted under this subsection shall contain a 5-year plan for the development and implementation of activities under this part.

"(c) APPROVAL.—The Secretary shall approve applications based on their potential to create an effective tech-prep education program as provided for in section 453.

"(d) SPECIAL CONSIDERATION.—The Secretary shall give special consideration to applications which—

"(1) provide for effective employment placement activities or transfer of students to 4-year baccalaureate degree programs;

"(2) demonstrate commitment to continue the program after the termination of assistance under this part; and

"(3) are developed in consultation with business, industry, and labor unions.

"(e) EQUITABLE DISTRIBUTION OF ASSISTANCE.—In making grants, the Secretary shall ensure an equitable distribution of assistance among the States and among a cross section of urban and rural consortium participants.

"SEC. 455. REPORTS.

"Each grant recipient shall, with respect to assistance received under this part, submit to the Secretary such reports as may be required by the Secretary to ensure that such grant recipient is complying with the requirements of this part.

"SEC. 456. DEFINITIONS.

"For purposes of this part:

"(1) The term 'articulation agreement' means a commitment to a program designed to provide students with a nonduplicative sequence of progressive achievement leading to competencies in a tech-prep education program.

"(2) The term 'tech-prep education program' means a combined secondary and postsecondary program which—

"(A) leads to an associate degree or 2-year certificate;

"(B) provides technical preparation in at least 1 field of engineering technology, applied science, or mechanical, industrial, or practical art or trade;

"(C) provides competence in mathematics, science, and communications (including through applied academics); and

"(D) leads to placement in employment.".

(b) AUTHORIZATION OF APPROPRIATIONS.—Section 3 of the Carl D. Perkins Vocational Education Act is amended—

(1) in subsection (a), by striking "(other than part E)" and inserting "(other than parts E and F)"; and

(2) in subsection (d)—

(A) by inserting "(1)" after "(d)"; and

(B) by adding at the end the following new paragraph:

"(2) There are authorized to be appropriated $200,000,000 for the fiscal year 1990 and such sums as may be necessary in each of the 4 succeeding fiscal years to carry out part F of title IV, relating to tech-prep education.".

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Congressional Record

PROCEEDINGS AND DEBATES OF THE 101st CONGRESS, FIRST SESSION

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EXTENSIONS OF REMARKS

TECH-PREP EDUCATION ACT, H.R. 22

HON. WILLIAM D. FORD

OF MICHIGAN

IN THE HOUSE OF REPRESENTATIVES

Tuesday, January 24, 1989

Mr. FORD of Michigan. Mr. Speaker, on January 3, 1989, I introduced H.R. 22, the Tech-Prep Education Act. It will amend the Carl D. Perkins Vocational Education Act to establish a program of Federal matching grants to consortia of secondary and postsecondary institutions to encourage the implementation of 4-year tech-prep education programs linking the last 2 years of secondary school with the first 2 years of postsecondary education. Such programs are generally known as "two plus two," hence the number of the bill, H.R. 22. Tech-prep education is a combined high school/postsecondary program w[illegible] first, leads to a 2-year degree or certifica[illegible] second, provides technical preparation in at least one mechanical, engineering, industrial or practical field, third, provides a high level of competence in mathematics, science, and communications, and fourth, leads to job placement.

Our society needs workers well trained in technology and well versed in basic skills if we are to forge a world-class work force for the future. Today, some education or training beyond high school is required for entry into about 50 percent of all job classifications. By the mid-1990's it is predicted that 75 percent of all job classifications will require some postsecondary education. The work force of the future will need large numbers of computer operators and programmers, laboratory technicians, nurses, dental hygienists, paramedics, travel agents, police officers, mechanics, welders, and technicians in areas such as broadcasting, aerospace, electronics, heating, air-conditioning, instrument and appliance repair, robotics and waste treatment. Training for these and many similar occupational specialties is a principal goal of tech-prep education. In addition, those trained in a tech-prep education will also have high level competency in the basic skills of mathematics and communications so that they can continue to learn and to adapt to the rapidly changing workplace of the future.

I would also hope that tech-prep education would make a contribution to alleviating the prob[illegible] of youth unemployment and high schoo[illegible]opouts.

A recent study indicates that the unemployment rate among 20- to 24-year-olds with less than a high school diploma was 32 percent. The rate for those in the same age group who were high school graduates was 15 percent, while the unemployment rate for those with 1 to 3 years of postsecondary education and those with 4 or more years of postsecondary education were 9 percent and 6 percent respectively. Providing a well structured and integrated program that bridges high school and postsecondary education will open the doors to the job market and to well-paid professional careers for young Americans.

Today, one in four high school students do not complete high school. At that rate, out of approximately 45 million students in elementary and secondary education, 11 million of them will not complete high school. Tech-prep education by providing a richer, more focused, more practical, and more challenging program for many high school youth can play a role in drop out prevention.

The Tech-prep Education Program is aimed primarily at the two middle quartiles academically of the typical high school. It is not designed to replace the existing vocation education programs which provide students completing the 12th grade with entry level job skills. Rather it is intended to broaden vocational education so that students can have available a somewhat more rigorous program that extends from the last 2 years of high school through the first 2 years of postsecondary education. In addition, it is intended to offer an alternative for the many students in the current high school "general education" curriculum. These students very frequently graduate from high school with neither entry level job skills nor a clear path to postsecondary education.

It is important to remember that all those who will be in the work force by the year 2000 are already alive and in school today, and a great skilled worker shortage is approaching unless we act to forestall it. The greatest threat to our future economic security and productivity is unskilled workers. In a recent article titled "Finding Workers to Fill the Jobs," David Broder notes, "Skill shortages, rather than job shortages, are likely to become the dominant labor problem of the future."

For students preparing to pursue a 4-year college degree, the high school college prep curriculum provides in most cases a well functioning bridge designed to give students the coursework needed for college admissions and success. The articulation between secondary and postsecondary technical education is much less well developed. High schools and the providers of postsecondary technical education frequently are operating in isolation from each other. Tech-prep education is designed to bring them together for the benefit of the students and America's future economic needs.

It is imperative that high schools and postsecondary education work together in developing and implementing educational programs that will serve the greatest numbers of young Americans. These are the people who will determine the future economic health of our Nation. These are the people who will keep our airplanes flying, our water flowing, our computers humming, our cars running, our goods and services produced and sold and our laws enforced in a society saturated at every level with technology and information.

I introduced a bill comparable to H.R. 22 in the last Congress and circulated it widely among educators for their comment. I was very gratified by the hundreds of enthusiastic responses. For example, in a recent survey of school board members by the National School Boards Association, nearly 92 percent of the respondents agreed that Federal encouragement for coordinating secondary and postsecondary vocational curricula was desirable. This was the largest consensus in favor of any position regarding Federal vocational education policy. Tech-prep education is an idea that has been developed and tested by educators across the Nation. In several States tech-prep education is being implemented in some areas. Federal support of tech-prep education through H.R. 22 will accelerate and broaden the adoption of this important educational innovation.

I hope that my colleagues will cosponsor H.R. 22. If you would like to cosponsor, please contact Gloria Gray-Watson of my staff at 225-6296.

The text of H.R. 22 follows:

H.R. 22

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This part may be cited as the "Tech-Prep Education Act".

SEC. 2. PROGRAM AUTHORIZED.

(a) GENERAL AUTHORITY.—Title IV of the Carl D. Perkins Vocational Education Act is amended—

(1) by redesignating part F as part G,

(2) by redesignating section 451 as section 461; and

(3) by inserting after part E the following new part:

"PART F—TECH-PREP EDUCATION

"SEC. 451. FINDINGS AND PURPOSE.

"(a) FINDINGS.—The Congress finds that—

"(1) rapid technological advances and global economic competition demand increased levels of skilled technical education preparation and readiness on the part of youths entering the workforce;

"(2) effective strategies reaching beyond the boundaries of traditional schooling are necessary to provide early and sustained intervention by parents, teachers, and educational institutions in the lives of students;

"(3) a combination of nontraditional school-to-work technical education programs, using state-of the-art equipment and appropriate technologies, will reduce the dropout rate for high school students in the

United States and will produce youths who are mature, responsible, and motivated to build good lives for themselves;

"(4) the establishment of systematic technical education articulation agreements between secondary schools and community colleges is necessary for providing youths with skills in the liberal and practical arts and in basic academics and with the intense technical preparation necessary for finding a position in a changing workplace;

"(5) by the year 2000 an estimated 15,000,000 manufacturing jobs will require more advanced technical skills, and an equal number of service jobs will become obsolete;

"(6) more than 80 percent of jobs that are currently developing will require skills greater than those currently provided by existing educational programs;

"(7) dropout rates in urban schools are currently 50 percent or higher, and more than 30 percent of all Hispanic youth drop out of high school;

"(8) each year, as a result of 1,000,000 youths dropping out of high school with inadequate preparation to enter the workforce, the United States loses $240,000,000,000 in earnings and taxes; and

"(9) employers in the United States pay an estimated $210,000,000,000 annually for formal and informal training, remediation, and in lost productivity as a result of untrained and unprepared youth joining, or attempting to join, the workforce of the United States.

"(b) PURPOSE.—It is the purpose of this part—

"(1) to provide planning and demonstration grants to consortia of local educational agencies and community colleges, for the development and operation of 4-year programs designed to provide a tech-prep education program leading to an associate degree for youths; and

"(2) to provide, in a systematic manner, strong, comprehensive links between secondary schools and institutions of higher education.

"SEC. 452. PROGRAM AUTHORIZED.

"(a) GENERAL AUTHORITY.—The Secretary of Education shall make grants to pay the Federal share of the cost of activities carried out under this part to consortia of—

"(1) local educational agencies or area vocational schools serving secondary school students; and

"(2) nonprofit institutions of higher education which offer a 2-year associate degree program or a 2-year certificate program and which are qualified as institutions of higher education pursuant to section 481 of the Higher Education Act.

"(b) AMOUNTS OF GRANTS.—

"(1) FEDERAL SHARE.—The Federal share of the cost of any activity carried out with assistance under this part may not exceed—

"(A) for the first year that a grant is received, 100 percent of such cost with respect to planning purposes;

"(B) for the second year that a grant is received, 80 percent of such cost with respect to implementation and operation;

"(C) for the third year that a grant is received, 70 percent of such cost with respect to operation;

"(D) for the fourth year that a grant is received, 60 percent of such cost with respect to operation; and

"(E) for the fifth year that a grant is received, 50 percent of such cost with respect to operation.

"SEC. 453. TECH-PREP EDUCATION PROGRAMS.

"(a) GENERAL AUTHORITY.—Each grant recipient shall use amounts provided under the grant to develop and operate a 4-year tech-prep education program.

"(b) CONTENTS OF PROGRAM.—Any such program shall—

"(1) be carried out under an articulation agreement between the participants in the consortium;

"(2) consist of the 2 years of secondary school preceding graduation and 2 years of higher education, with a common core of required proficiency in mathematics, science, communications, and technologies designed to lead to an associate degree in a specific career field;

"(3) include the development of tech-prep education program curriculum appropriate to the needs of the consortium participants; and

"(4) include in-service training for teachers that—

"(A) is designed to train teachers to implement effectively tech-prep education curriculum;

"(B) provides for joint training for teachers from all participants in the consortium; and

"(C) may provide such training in weekend, evening, and summer sessions, institutes or workshops.

"(c) ADDITIONAL AUTHORIZED ACTIVITIES.—Any such program may—

"(1) provide for training programs for counselors designed to enable counselors more effectively to recruit students for tech-prep education programs, ensure their successful completion of such programs and their placement in appropriate employment; and

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"(a) IN GENERAL.—Each consortium that desires to receive a grant under this section shall submit an application to the Secretary at such time and in such manner as the Secretary shall prescribe.

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"(c) APPROVAL.—The Secretary shall approve applications based on their potential to create an effective tech-prep education program as provided for in section 453.

"(d) SPECIAL CONSIDERATION.—The Secretary shall give special consideration to applications which—

"(1) provide for effective employment placement activities or transfer of students to 4-year baccalaureate degree programs;

"(2) demonstrate commitment to continue the program after the termination of assistance under this part; and

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"(e) EQUITABLE DISTRIBUTION OF ASSISTANCE.—In making grants, the Secretary shall ensure an equitable distribution of assistance among the States and among a cross section of urban and rural consortium participants.

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"Each grant recipient shall, with respect to assistance received under this part, submit to the Secretary such reports as may be required by the Secretary to ensure that such grant recipient is complying with the requirements of this part.

"SEC. 456. DEFINITIONS.

"For purposes of this part:

"(1) The term 'articulation agreement' means a commitment to a program designed to provide students with a nonduplicative sequence of progressive achievement leading to competencies in a tech-prep education program.

"(2) The term 'tech-prep education program' means a combined secondary and postsecondary program which—

"(A) leads to an associate degree or 2-year certificate;

"(B) provides technical preparation in at least 1 field of engineering technology, applied science, or mechanical, industrial, or practical art or trade;

"(C) provides competence in mathematics, science, and communications (including through applied academics); and

"(D) leads to placement in employment.".

(d) AUTHORIZATION OF APPROPRIATIONS.—Section 3 of the Carl D. Perkins Vocational Education Act is amended—

(1) in subsection (a), by striking "(other than part E)" and inserting "(other than parts E and F)"; and

(2) in subsection (d)—

(A) by inserting "(1)" after "(d)"; and

(B) by adding at the end the following new paragraph:

"(2) There are authorized to be appropriated $200,000,000 for the fiscal year 1990 and such sums as may be necessary in each of the 4 succeeding fiscal years to carry out part F of title IV, relating to tech-prep education.".

Mr. **Ford**. Mr. Hayes, did you want to make a comment?

Mr. **Hayes**. Just let me commend you, Mr. Chairman, for taking the initiative, taking the time to prioritize what I consider to be a real basic issue as it relates to the education of our young. And our adults, too.

I am so glad to just be here with you and see this wonderful institution here which has your name. I'm not exactly a foreigner to the State of Michigan or the City of Detroit. Before I went to Congress I used to come in this area all the time.

But when you reach the point as we have and reflect on what happened yesterday, without our support they voted to send some $4.5 million a month, half of which will never get there, to aid the contras. And I think it's good to take a position here that we need to spend some money and get some approval for appropriations for technical education.

And I'm just proud that you are leading the fight in this direction. H.R. 22 is a very important addition to the Carl D. Perkins Vocational Education Act.

And I'm glad to be here. And I want you to know that there's going to be a fight, you know that, to try to get money to support any kind of program such as this. But I think this is a good beginning. And I'm glad to join with you.

So I want to say thank you very much.

I want to hear from the witnesses.

Mr. **Ford**. Thank you, Mr. Hayes.

The first panelist is an old friend, Don Bemis.

Would you come up. Don, it's all yours.

STATEMENT OF DONALD L. BEMIS, MICHIGAN SUPERINTENDENT OF PUBLIC INSTRUCTION; ACCOMPANIED BY: LOLA JACKSON, STATE DIRECTOR OF VOCATIONAL EDUCATION

Mr. **Bemis**. Thank you.

I want to invite Lola Jackson to come up here.

Mr. **Ford**. For the record, Superintendent of Public Instruction.

Mr. **Bemis**. It is certainly my pleasure to be with you this morning and I wasn't sure, Mr. Chairman, what the reference was about this is the finest vocational facility. Did you say in America or in Michigan?

Mr. **Ford**. America.

Mr. **Bemis**. America, okay.

[Laughter]

Mr. **Ford**. If I said Michigan it was an error.

Mr. **Bemis**. I just want to make sure I had it.

Mr. **Ford**. It's not at all like me. I'm modest but not to that much of a fault.

Mr. **Bemis**. Mr. Chairman, I wanted to let you know that this probably is the finest facility.

I also want to let you know that northeast of Detroit there is a junior high school that's probably the finest junior high school maybe in America. And that's the Donald L. Bemis Junior High School.

[Laughter]

Mr. **Bemis**. I just want to make sure we are all on the same track here.

But it is my pleasure to be with you. That's about the nicest honor anyone that is connected with education to have, isn't it, to have a facility named after them. And there's probably no one more deserving then you, Congressman Ford.

Mr. **Ford**. That's one of the things that I remember President Carter fondly for and there aren't too many.

President Ford vetoed the legislation that would have built this complex that we're in. And one of the first things we did when President Carter came in was repass it and send it to him and he signed it. And that's where the money came from. It was called the Emergency Public Works Program and it was designed to put some money into the economy and give it a boost when we were starting into a real economic slump and we had very high unemployment in states like Michigan in the construction trades.

And this is one of the pleasant byproducts of a policy that developed for a somewhat less direct purpose than having vocational education widely distributed. It is a tribute to the wisdom of the people of this community that they chose to use that money not for a fancy city hall or something like that, but for the kind of facilities that we are in here.

They could have done anything they wanted with it if it put people to work and they chose to invest it very wisely.

Mr. **Bemis**. That's wonderful.

But we do welcome the staff persons. And most particularly Mr. Hayes to Michigan and this part of Michigan because we think that we have some excellent programs in, not just this facility but facilities throughout the State of Michigan. And representing many of those programs are people with us here today that run programs and services on a daily basis for the youngsters of the State of Michigan and those are represented by the directors of vocational education and consortiums and service delivery areas all over the State of Michigan. I'm pleased to have them here. And most pleased to have you here as a resident from Illinois and Chicago.

Mr. **Hayes**. It is part of my duty.

Mr. **Bemis**. Illinois and Michigan we have an awful lot in common in our goals and objectives. Most issues are going to be very comparable.

Mr. **Hayes**. I'm really interested in helping to build a kinder and gentler nation.

Mr. **Bemis**. That's right.

You know what they say, Mr. Hayes, there will be a 1,000 points of light, and we certainly want those. But for that upper peninsula we need an awful long extension cord. And part of that extension cord comes through you folks here today.

But we are awfully pleased to have you here and we welcome the members and the staff people that are here. And I want to thank you for the opportunity of giving the Department's views as well as the State Board of Education views on these important matters, the Carl D. Perkins Vocational Education Act.

I think even as far as long-term planning and impact on children are concerned there's a concept that hopefully we're going to introduce and have some Federal participation. And that's the tech-prep concept that we have planned here in the State of Michigan now folded into the bill, H.R. 22.

There has been so many changes demographically. And as the economic and social changes happened throughout our society I think we have to respond to those in a very positive and purposeful way.

And as we consider reauthorization of this bill those changes in the demography of society I think have to be made.

And we would thank the committee to have the foresight and the leadership to pursue this with us here at the local level.

The establishment of national legislative agenda would be important in this new decade, this 1990s that will proceed this new century.

I'm relatively new to the position of the State Superintendent of Public Instruction. I was appointed just about a year ago, Mr. Ford, and one of the first things I was able to do after my appointment was come down and discuss some educational views with you at that forum sponsored by you and Representative Dingell. Just about, it was a little over a year ago. Not quite a year ago.

Mr. FORD. Not quite.

Mr. BEMIS. But prior to that I was Superintendent of Schools in a community northeast of Detroit of about 25,000 students. And I was responsible for the daily operation of this K-12 school district and we had extensive vocational programs, both in-depth and in breath.

Through my years of being a superintendent for 18 years or working in that community for 28 years, it gave me the opportunity of understanding the importance of vocational education, particularly in the kind of students that I worked with for the 28 years I served at that local level.

The programs in that local district that I was most closely associated with, we had 23 occupational programs that served 4,000 students.

And just as important is the direct programs that we participated with the students on a regular daily basis where the extracurricular activities that went on. It may not be fair to call them extracurricular. I guess that's only by identification, because I consider the vocational clouds that these students are associated with are important, an integral part of their total learning experience.

We participated at the state level with the vocational clubs and the national level. And last year from that school system that I came from, relatively small as far as the nation is concerned. America sent 16 students to Australia I believe it was. And of the 16 students that went to Australia four of them came from that school district that I came from. And I'm very proud of the students.

And probably just as proud of the leadership, the Director of Vocational Education system as well as the teachers that work with those kids on a regular basis. It takes tremendous effort, particularly now with the competing programs that these students are facing and the multiple decisions they have to make.

But tied in with that I think something that we're trying to do here in the State of Michigan, and it has to do with something that Congressman Ford is vitally interested in and that's the tech-prep concept. We feel that we have, in many respects, planning that concept here in the State of Michigan.

And we see it as offering a partnership, a significant partnership between the K-12s and the higher education institutions. And eventually to help a whole lot of individuals, because that's what education is about; about trying to design programs that will make a difference to children on an individual basis.

But some total of that will make a difference for the economic conditions that exist here in Michigan and the economic destiny of our nation as a whole.

Because we know that from research that certain things make a difference as far as kids are concerned. Not the least of which is having a goal and a direction and know where they're going. Not that they have to stay with that. But we know that students that are successful, students that do make it in life in general are those that are goal directed.

And I think the real significant part of the tech-prep program is that it provides skills on a direct level, but just as important it provides a goal direction for those children on an individual basis.

I think it's important that we have more coordination. And what's referred to, particularly in higher education circle, is articulation. This is done not just in concept, it would be promoted and promulgated in fact realistically between higher education and the K-12 systems.

The State Department of Education in its unique role can provide some direction and leadership. And not just can provide the direction and leadership; it's very vital that the State Department of Education remain as a direct and coordinating body for the tech-prep programs to ensure that they do not become isolated from other educational programs. And thus, being the objective of the coordination between the different levels of the educational spectrum.

So I strongly encourage that tech-prep programs be administered through the state agency so that true cooperation can exist between these various levels.

Additional, we are concerned with the State Department of Education with the omission of provisions for previously initiated programs. Michigan has had a whole series of pilot programs that hopefully have led the way as far as integration of education and program planning is concerned.

And the initial funding for these programs, as I understand it, came from the Act that we're talking about and under discussion right now for reauthorization.

We would encourage that language be added which permits a continued funding of these first year projects. We think that it is going to be important. Not just from a monetary point, because money is always important, but also to show that there is a Federal commitment. And that there is some coordination to ensure that these things will be encouraged beyond this first year, particularly for those that have taken that step and committed local funds, and the state resources as well as the national to see that we are successful in this tech-prep effort.

Michigan vocational-technical education is delivered in a variety of ways. Since both youth and adults are served by the K-12 districts and intermediate school districts. Mr. Hayes, I don't know if you're familiar with the concept of the regional educational planning units that help us deliver services often times to school districts, but often times directly to students in a programmatic way.

A very vital link to make sure that there is good regional coordination here in the State of Michigan.

And quite frankly, they do a good job. Our intermediate school districts, they do—it's a vital part of the chain of continuing services that we offer.

And that along with the postsecondary institutions and higher education institutes play dominant and important roles in vocational-technical education.

Congressional impact and delivery of vocational- technical education in Michigan has been very significant. First of all, programming for the disadvantaged and handicapped has occurred primarily because of the emphasis that has been placed there through this committee and through Federal law that has been adopted an enacted.

In addition, the recognition of the role of the sex role stereotyping in the work place has been recognized and attention that we have been able to address very directly through our vocational education programs.

While this would not have been possible that a viable, up-to-date vocational-technical delivery system in place. Therefore, the Federal funds used for program improvement has been critical in the areas of equipment, curriculum development, professional development, facility renovation/construction and all the good things that have happened as a result of this being a priority of the Federal government.

We think that the general rule, though, will be strengthened and enhanced. That this relationship will be better served if the Federal vocational-technical reauthorization includes a stated role for the state agencies as well as allow some flexibility in its administration.

As Michigan reviews the role the Federal government should play in providing vocational-technical education, the following should be considered: (1) completion of the job training and retraining network. There are some remaining areas in Michigan that have no legally constituted vocational centers or community colleges. This is a real problem for us.

Second, participation in the improvement of basic skills.

Third is the implementation of vocational guidance programs which result in educational developmental plans.

Fourth, full implementation of the life management skills program.

Fifth, implementation programs dealing with technology and all of its implications.

Dropout prevention programs.

And promotion of economic development generally in the State of Michigan.

And coordination with the entire education system as it works with the educational needs of all the students in the State of Michigan.

Continuation of programs which insure access for all persons who can benefit from this vital area of vocational-technical education.

Improvements of the relationships between business and industry and the delivery of vocational-technical education. And I think you're going to hear more about that as we move through testimony today.

Our State Board of Education has specific recommendations with regard to the reauthorization of this important bill.

Expand the definition of vocational education to reflect the needs of youth and adults in a changing society. And we do have a contemporary definition that we have given to you that we do think is important.

We think that the State Board of Education feels that we must provide additional flexibility which has as a major criteria, the ability of states to project unique needs or numbers in the special population categories and reallocate up to 20 percent of a category to an identified area of need in another category.

Three, it would allow states—we would suggest that the states be allowed to utilize an unallocated Federal required vocational education state match as a basis for partially meeting match requirements in special categories.

Fourth, recognizing the vocational role filled by postsecondary agencies in our nation by establishing a floor so that no less than 35 percent of Federal vocational funds be allowed to postsecondary agencies in each state.

Support the inclusion of tech-prep category.

Six, to provide for improved coordination between the vocational and job training partnership programs.

As specific proposals begin to take shape, certain principles must be considered. We think those must include: flexibility in the delivery of the programs. And one of the problems we face in Michigan is, many of our school districts do not have either financial or student resources to offer vocational education independently, the new legislation must allow and encourage cooperative and regional efforts.

The primary purpose of vocational education must remain as occupational preparation.

The fourth, recognition must be given to the role that vocational education can play in obtaining academic excellence.

And fifth, the recognition of the support services required by local vocational programs and the role of a state agency in providing those programs and services.

As I said previously, we are very interested in the committee's deliberation concerning vocational education. And particularly, we want to know and we will be reacting to the compromised position that Chairman Ford alluded to earlier in his introductory remarks.

But our initial review of the legislation has resulted in a series of comments which can be expanded, if you would like us to do so.

One is expanded definition of vocational education is definitely a step in the right direction.

Two, the distribution of funds through a new formula would considerably change the delivery of vocational education in Michigan. The reasons for this change are probably obvious to the committee, but in Michigan our current structure seems to be working quite well. And our State Board did request some additional local flexibility but it was based on fine tuning the present program that we have in place in Michigan.

Third, the improvement of the definition to be used for consumer home economics programs that's before us is excellent.

Fourth, improved coordination through a Human Resource Council, is a concept that many of us have supported. We now need to sort through the mechanics of implementing such a concept to ensure its success. The Vocational Rehabilitation Act requires a sole state agency to administer the Vocational Rehabilitation Program.

The Michigan State Board of Education is constitutionally responsible for the State Department of Education. The vocational rehabilitation agency is within the jurisdiction of the Michigan Department of Education by law.

The relationship between the Human Resources Council and the State Board of Education is unclear. At least it is unclear to us at this time.

I respectfully request clarification of these provisions. Section 104 of the proposed legislation allows for the matching of Federal funds with Federal funds.

This may be inconsistent with the nonduplication requirement contained in Section 10 of the Rehabilitation Act.

The opportunity to continue implementation of the business and industry partnership as mentioned in the bill will improve, in our opinion, the quality of our education programs. Some clarification on funding would help, though, since it does appear that this category is funded both out of Title II and Title III>

We are very proud of our special population programs that exist here in Michigan. Upon reading the substitute, we see a significant change in the definition of the handicapped to be served. Would the limitations of ages 6 to 17 allow us to work with the adult handicapped as well. That's one question that has come up.

Also, some interest was the elimination of the academically disadvantaged.

Historically, the state agency has not provided services to enhance local vocational programs, but provided staff for local programs technical assistance. The services have ranged from curriculum to evaluation and from occupational information systems to job placement procedures.

The local program recognition system, the Blue Ribbon Award, proposed in the legislation is a positive initiative to focus on exemplary programs. And any time we can recognize exemplary programs I think that's a plus for all of us.

The categories and funding found in Title III will help vocational education. As previously mentioned, we need to complete our job training network which will involve funding for facilities and equipment.

A series of new Federal and state planning and coordination bodies are created in the bill. Some of them would either eliminate current bodies or duplicate their efforts. While I'm not opposed to the functions suggested I would like to ensure that agencies which are working quite well be retained or incorporated into the larger picture.

The challenge which we both share, Mr. Chairman and members of the committee, is how to serve the best interest of our citizens as they attempt to prepare for economic independence. It's a challenge that deserves our absolute undivided attention.

We are ready to build on the good things that are currently taking place in education. We want to jointly work towards greater excellence in the delivery of vocational education.

I'm sure that through our combined efforts, congressional and state leadership will be able to accomplish that.

I want to thank you very much for allowing us to spend the time with you and Mr. Hayes.

At the outset you said it's always difficult to fight to get money. And I know it's very difficult to participate in the priority decisions that you, Mr. Hayes, and other members of Congress have to do on a regular basis. We're undergoing that same problem here in Michigan right now; and I know in Illinois they are. They're also on a regular basis.

We face crises that we never faced before. I've been of the opinion, and around the same issue wherever I go, America and Michigan has never been about the business of educating all of its population.

If Canada had that myth floating around that we've always wanted to educate 100 percent of our people; that's not true. We've been about the business of educating 60 or 70 percent of our population, Mr. Hayes, on a regular basis because that's all we've been educating. It's unacceptable. It's unacceptable now and it's unacceptable in the future.

The county that we're in right now has 300,000 illiterate people in it, the County of Wayne. That's unacceptable. We're one of the richest states and the richest country in this world.

The partners in that have to be people that are concerned with the educational destiny, economic destiny, and human dignity, and destiny of the people that we serve. The partners in that efforts are going to be people with direct activity. People in this room. The directors of the vocational education on a regular basis.

We want to be cooperative. We want to be helpful. We want to develop human capital of our state and our region. And as Business Week said in the September 14th issue, on whether or not we can afford to develop this human capital for the economic advancement of our nation. That's really not a legitimate question. Because the answer to the question is, we have no other choice.

Thank you very much for allowing me to bring this to your attention, Mr. Chairman.

[The prepared statement of Donald L. Bemis follows:]

TESTIMONY

of

Mr. Donald L. Bemis
Superintendent of Public Instruction
State of Michigan

on

H. R. 7

before the

U. S. House of Representatives
Committee on Education and Labor
Subcommittee on Elementary, Secondary and Vocational Education

William D. Ford Vocational-Technical Center
Wayne-Westland Community Schools

April 14, 1989

Members of the subcommittee on Elementary, Secondary and Vocational Education of the Committee on Education and Labor, and Mr. Chairman: Thank you for the opportunity to express my views, and the views of the Michigan State Board of Education, concerning proposed changes in the Carl D. Perkins Vocational Education Act, including the important Tech Prep concept introduced in H.R. 22. Further, the members of this Subcommittee and their staff should be complimented for their obvious interest in the continuation and improvement of vocational education through the introduction of H.R. 7. My specific comments on that proposal will appear later in this testimony. I recognize the demographic and economic social issues on which this proposed reauthorization is based and want to applaud the members of this

Subcommittee for their foresight and leadership. The establishment of this national legislative agenda will be important as we enter the decade that precedes a new century. The results of hearings like this will have a deciding factor of just how this nation and its citizens exist economically in the future.

Vocational Education has had a presence in our public schools for many years. The first federal authorization for vocational education was titled The Smith-Hughes Act and was passed in 1917. It was one of the first federal programs directed toward the improvement of public education. Its operation and impact on youth and adults in our State are very familiar to me. As we anticipate the next decade and plan for the 21st Century, it is important that information concerning changing demographics, emerging technology, and world economic competition are included in our thinking. The implications of these topics will change how we operate in our society and must be reflected in the vocational-technical statute that drives the operation of programs.

My recent experience with the daily operation of a K-12 district, which included extensive vocational programs with postsecondary articulation, has permitted me to carefully evaluate the effectiveness of the current vocational delivery and provide, for your review, several recommendations concerning future vocational delivery. The vocational programs in the district that I administered covered a range of 23 occupations and enrolled 4,000 students. In addition, many of these students participated in the student leadership organizations and three competed and placed in the international vocational skills competition.

I am encouraged by your efforts to help implement the Tech Prep concept. This is a timely approach to providing both a continuum in education and a strengthened curriculum for technical preparation, combining intensified science, math, and communication instruction with technology education components. This curriculum is essential in preparing an educated, well-trained population for improved productivity and promotion of economic growth in our State. To provide some background, let me take a few moments to give you a sketch of the conditions in Michigan education today:

- There are 1,588,643 students enrolled in Michigan public schools - kindergarten through 12th grade.
- 229,279 students are in the 11th and 12 grades.
- Of the 117,926 Michigan high school graduates in 1986, 53% had no postsecondary plans. Yet, we know that 52% of all new jobs in the early 1990's will require one or more years of college, and this percentage will increase dramatically after the turn of the century.

  Of greater concern is the estimate that 27,804 Michigan high school students will drop out of formal K-12 education next year. Data from the Michigan Department of Social Services indicates how serious this dropout problem is in terms of publicly-funded assistance programs. General Assistance (GA) caseloads in Michigan have dropped almost in half since 1984, yet the remaining 89,391 cases still number twice as many as the pre-recessionary level. Only 46% of GA recipients have high school diplomas, and 66% of the GA clients have **NO** employment history whatsoever.

We have high hopes in Michigan that Tech Prep partnerships can assist our schools in improving retention rates. There are clear associations between retention rates and the type of curriculum available to students. As Dr. Dale Parnell, Executive Director of the American Association of Community and Junior Colleges, has pointed out in his book entitled, "The Neglected Majority," 65% of high school dropouts are enrolled in a general education track at the time they leave school. We believe Tech Prep partnerships can bring new direction to high school students who often see no point in continuing in school.

To ensure a coordinated approach to the development of Tech Prep programs, we believe that State Education Agencies (SEAs) must have oversight responsibilities to ensure that business, higher education, and the public schools are in touch with one another. As H.R. 22 now stands, there is no defined role for state agencies. We believe the concept could be strengthened with the coordination provided through state agency technical assistance. Without coordination from a state agency, Tech Prep will become isolated from other educational programs, defeating the objective of coordination between different levels of education.

I strongly encourage that Tech Prep programs be administered through the State agency so that true cooperation between educational sectors is assured.

Additionally, we are concerned with the omission of provisions within H.R. 7 for previously-initiated programs. Michigan's pilot programs have a headstart nationally on infusing Tech Prep principles into their curriculum, but their initial funding from federal Carl D. Perkins Vocational Education Act appropriations expires June 30, 1989. We would encourage that language be added which permits the continued funding of these first-year projects. In addition, we ask that the attached Report to the State Board of Education Tech Prep Task Force entitled, "Preparing Michigan Students for the Jobs of Tomorrow," Michigan State Board of Education, May 1988, be included in the hearing record with my testimony.

In Michigan, vocational-technical education is delivered in a variety of ways. Since both youth and adults are served in the program, K-12 districts, intermediate school districts (regional educational agencies), and postsecondary institutions, as listed below, play an important role in the operation of vocational-technical education.

56	Area Vocational Technical Centers
29	Community Colleges
8	Four-Year Colleges/Universities
401	K-12 Districts
4,800	Vocational Technical Programs
424,000	Youth and Adult Enrollment
8,300	Handicapped Student Enrollment
16,000	Disadvantaged Student Enrollment

Congressional impact in the delivery of vocational-technical education in Michigan has been significant. First of all, programming for the disadvantaged and handicapped has occurred primarily because of the emphasis placed on it in the federal law. In addition, the recognition of the sex role stereotyping in the workplace has been recognized and attention given through vocational education. All of this would not be possible without a viable, up-to-date vocational-technical delivery system in place. Therefore, the federal funds used for program improvement have been critical in the areas of equipment, curriculum development, professional development, and facility renovation/construction. This has all been done with what could be considered a small percentage (10%) of the total expenditure for vocational-technical education. This small amount did not reduce the impact that federal funds have had in Michigan.

An expanded definition of the vocational-technical education delivery system is critical to the challenges of the future. Vocational-technical education cannot be viewed as separate from the entire educational establishment any more than education can be seen as a function separate from the society in which it operates. While preparation for employment is still central to its purpose, its content must be expanded to include higher order reasoning skills, problem solving skills, attitudes, and general employability skills. Assuring access for all populations is still important. However, it should only be done when program delivery, including curriculum content, facilities, and equipment can be guaranteed.

It should be noted that there is great diversity among the states in our nation. This diversity should not be discouraged, but rather allowed to develop. Responding to vocational needs of our nation will require that certain responsibilities be divided among the states, regions within the states, and local educational agencies. **This relationship will be better served if the federal vocational-technical reauthorization includes a stated role for state agencies and allows flexibility in its administration.**

As Michigan reviews the role the federal government should play in providing vocational-technical education, the following considerations must be included:

1. **Completion of the job training and retraining network.** There are some remaining areas in Michigan that have no legally constituted area vocational center or community college. Residents in these areas should be given assurances that they will have access to programs which lead to employment. Since federal funding has been instrumental in the existing facilities and their operation, funding for these categories should continue.
2. **Participation in the improvement of basic skills.** The authorization should contain provisions which will encourage the inclusion of academics in vocational education programs and the vocational application of the academics in basic skill programs.
3. **Implementation of vocational guidance programs which result in Educational Development Plans.** The inability of our youth to understand the process of career selection or be able to see the relationship between a career selected and the educational program in which they are enrolled has been a major factor in dropouts and reaching their optimum potential. An increased commitment to these programs should be made.
4. **Full implementation of the Life Management Skills Program.** This program, formerly known as Consumer Home Economics, has been revitalized and is reaching students and meeting current social needs identified through an exhaustive needs analysis. The developmental work has been done through the help of the federal authorization and now the implementation must be completed.
5. **Implementation of programs dealing with technology.** There are several important programs which use the name "Technology" in their title.

Implementation of these programs will require an understanding of each and coordination:

a. Tech Prep -- As discussed earlier in my testimony, this program has a great deal of promise and its implementation should continue with the support of the federal authorization.

b. Principles of Technology -- This curriculum development program in the content area of physics provides a subject matter application approach to its use. It can be used in the regular occupational specific class, in a Tech Prep setting, or in an academic classroom.

c. Technology Education -- This new program, formerly identified as Industrial Arts, is a concept which would involve all students providing a thorough overview of the new technologies which will impact our lives. the identification and reinforcement of basic skills is also a part of this program.

6. **Dropout prevention programs**. Utilizing components of the vocational delivery system, we have piloted and are implementing a program which significantly reduces the dropout rate in selected schools in Michigan. These proven components should be implemented through encouragement in the federal authorization.
7. **Promotion of economic development**. The educational economic development program, Quik-Start, has been very successful, as proven through a third-party evaluation. The high placement rate, 94%, and the high regard in which it is held

by business and industry, provide the reason why funding always runs out early in the fiscal year.

8. **Coordination with the entire education system as it works with the educational needs of all of the students.**
9. **Continuation of programs which insure access for all persons who can benefit from vocational-technical education.** Access includes those individuals who cannot participate in a vocational program because one is not available in their attendance area and those who, because of disadvantage or disability, cannot attend. Existing programs must be continued and new programs, where justified, implemented.
10. **Improvement of the relationship between business and industry and the delivery of vocational-technical education.** The true potential of business/industry involvement has yet to be realized. They have made significant contributions, but consideration should be given to additional roles such as professional development internships, evaluation, program updating, and placement.

Specific recommendations for the authorization measure have been considered by the Michigan State Board of Education and are as follows:

1. Expand the definition of vocational education to reflect the needs of youth and adults in a changing society. This contemporary definition is as follows: "Vocational-technical education means organized educational programs which are directly related to the preparation of individuals in paid or unpaid employment in current or emerging occupations requiring other than a baccalaureate or advanced degree. Such organized educational

programs shall include competency-based applied learning which contributes to an individual's academic knowledge, higher-order, reasoning and problem solving skills, work attitudes, general employability skills, and the occupational-specific skills necessary for economic independence as a productive and contributing member of society."

2. Provide additional flexibility which has, as a major criteria, the ability of states to project unique needs or numbers in the special populations categories and reallocate up to 20% of a category to an identified area of need in another category.
3. Allow states to utilize an unallocated federally required vocational education state match as a basis for partially meeting match requirements in special categories.
4. Recognizing the vocational role filled by postsecondary agencies in our nation by establishing a floor so that no less than 35% of federal vocational funds be allocated to postsecondary agencies in each state.
5. Support the inclusion of a Tech Prep category, as introduced in H.R. 22, in the new authorization to improve coordination between secondary and postsecondary agencies.
6. Provide for improved coordination between the vocational and Job Training Partnership Act (JTPA) programs. Each currently has numerous provisions in their legislation requiring coordination. However, additional steps in this direction would improve the entire vocational delivery system.

As specific proposals begin to take shape, certain principles must be considered. Some of these are as follows:

1. There must be flexibility in the delivery of vocational-technical education.
2. Since many schools in Michigan do not have either the financial or student resources to offer vocational education independently, the new legislation must allow and encourage cooperative or regional operations.
3. The primary purpose of vocational education must remain as occupational preparation.
4. Recognition must be given to the role that vocational education can play in obtaining academic excellence.
5. Recognition of the support services required by local vocational programs and the role of a State agency in providing those services.

As I previously stated, we are very interested in your Committee's deliberation concerning vocational education and, specifically, H.R. 7, as currently configured in the substitute draft. Our initial review has resulted in a series of comments which can be expanded if you would like us to do so.

1. The expanded definition of vocational education is definitely a step in the right direction. Our State Board of Education has also considered the definition issue and reached the same conclusion. Their exact definition was mentioned earlier in this testimony. The Committee is to be complimented for arriving at this conclusion.

2. The distribution of funds through a new formula would considerably change the delivery of vocational education in Michigan. The reasons for this change are probably obvious to the Committee, but in Michigan our current structure seems to be working quite well. Our State Board did request some additional local flexibility, but it was based on fine tuning our existing system. In the final analysis, we are more interested in a system that is driven by results than in a system which has, as its goal, the allocation of dollars.
3. The improvement of the definition to be used for Consumer Home Economics programs is excellent. We recognized the changing family structure as the important focal point for those programs several years ago and, utilizing federal vocational education funds, rewrote the curriculum so that it would be relevant to the current social setting. Our implementation is ahead of schedule and local districts are finding out that the new curriculum, "LIfe Management Skills," really works.
4. Improved coordination, through a Human Resource Council, is a concept that many of us have supported. We now need to sort through the mechanics of implementing such a concept to insure its success. The Vocational Rehabilitation Act, section 101 (a) (1) (A), requires a sole state agency to administer the Vocational Rehabilitation program. The Michigan State Board of Education is constitutionally responsible for the Department of Education. The Vocational Rehabilitation agency is within the jurisdiction of the Michigan Department of Education by law. The relationship between the Human Resources council and the

State Board of Education is unclear. I respectfully request clarification of these provisions. Section 104 of the proposed legislation allows for the matching of federal funds with federal funds. This may be inconsistent with the nonduplication requirement contained in Section 10 of the Rehabilitation Act (29USC 701). This act has a potential to reduce services to persons with disabilities if funds designated for vocational rehabilitation use used to match other programs. If the State used federal funds as a match base, it would allow states to further reduce state appropriations and result in overall reduced fiscal support for these programs. the act may increase rather than diminish confusion regarding responsibility for "first" dollar expenditures. We need to jointly work together in developing a proposal which will encourage coordination and yet recognize there are issues which are unique to individual states.

5. The opportunity to continue implementation of Business/Industry partnerships as mentioned in the Bill will improve the quality of our educational programs. Some clarification on funding would help since it would appear that this category is funded both out of Title II and Title III.
6. We are very proud of our Special Populations programs. Upon reading the substitute, we see a significant change in the definition of the handicapped to be served. Would the limitation of ages 6 to 17 allow us to work with the adult handicapped? Also of some interest was the elimination of the academically disadvantaged.

7. Historically, the state agency has not only provided services to enhance local vocational programs, but provided staff for local program technical assistance. The services have ranged from curriculum to evaluation and from occupational information systems to job placement procedures. In addition, we have provided information to the federal agency and acted as the monitor for national issues such as OCR Reviews. It would appear that many of the services must be discontinued or significantly reduced if the state agency resource reduction, as included in the substitute, is retained. This would require that local educational agencies would need to pick up this function.
8. Our State Board of Education has requested greater flexibility concerning the level of match requirements. As we read the legislation, match requirements are eliminated. This would result in little or no local commitment to the program.
9. The local program recognition system, Blue Ribbon Award, proposed in the legislation is a positive initiative to focus exemplary programs. I firmly believe we need to recognize, more fully, excellence in our educational programming. The coordination between this section and the section dealing with the National Diffusion Network, however, needs to be further clarified.
10. The categories and funding found in Title III will help vocational education. As previously mentioned, we need to complete our job training network which will involve funding for facilities and equipment. In addition, the other categories of guidance, Tech Prep, community-based organizations, and consumer home economics will be coordinated with the funding of local educational agencies.

Since coordination in program delivery is a valued outcome, utilizing two different agencies, federal and states, to allocate Title III funding may result in resources not being utilized in the most efficient manner. In addition, the number of eligible applications for Tech Prep, facilities, and equipment, would number over 19,000. This number is normally spread over the state agencies. This would be more efficient and would result in better coordination with local and regional district planning.

11. A series of new federal and state planning and coordination bodies are created in the bill. Some of them would either eliminate current bodies or duplicate their effort. While I am not opposed to the function suggested, I would like to insure that agencies which are working quite well be retained or incorporated into the larger picture.

The challenge, which we both share, is how to serve the best interests of our citizens as they attempt to prepare for economic independence. That is a challenge that deserves our undivided attention. We are ready to build on the good things that are currently taking place in education and want to jointly work toward greater excellence in the delivery of vocational education. I am sure that through our combined efforts of Congressional and State leadership we will accomplish that end.

Thank you for the honor to present this information.

Mr. **Ford**. I'm not sure I understand what you're concerned about matching.

Mr. **Bemis**. Which matching, sir?

Mr. **Ford**. You talked about the matching requirement Section 104. As I understand it, the basic program under this bill will not have matching requirement.

Ms. **Jackson**. That's correct.

Mr. **Ford**. So you are only talking about things like tech-prep matching and others, and you would be able to fold them in and use Federal dollars for the matching.

Now, what is your concern with that? I notice the State Board of Education recommended that we do that.

Ms. **Jackson**. The concern that we're expressing is the Vocational Rehabilitation Act. In their particular Act one of the requirements is that the potential of matching Federal with Federal, reducing the amount of impact that we would have at the state and local level, increasing the amount of dollars that would be available.

The Rehabilitation Act in that case would be using more Federal dollars to run the program than having the state and local match provided.

In vocational education those kinds of dollars we would hope would enhance the vocational education program delivery service by allowing us to match some of the JTPA dollars with our program delivery, which is not the case we have.

So in deference to what has been appended here it does cause concern that this particular section of the Vocational Rehabilitation Act. But the Vocational Education Act itself would not be in detriment with that.

I would have to defer to my colleagues in vocational rehabilitation to provide you with some additional information.

Mr. **Ford**. I'm trying to figure out what the potential problem——

Mr. **Bemis**. Do you know Mr. Griswold.

Mr. **Ford**. Yes.

Mr. **Bemis**. He's our director.

Mr. **Griswold**. Yes. The language was unclear to us and we had the language only in the last three days. And our concern was just as Ms. Jackson said, that if indeed it allowed the state to match up the Federal dollars in other categories as against the rehabilitation, the 20 percent match, that we might find an erosion of the state appropriation for that program. In total that might diminish the total money available for all the programs.

We don't know whether that was the intent of the Act or not. But the language is unclear enough at the preliminary reading to see whether that was a potential problem for us.

Mr. **Ford**. What you're doing is presupposing that you can always get your 20 percent out of the legislature. From where we sit that doesn't happen in the real world.

Mr. **Griswold**. No. I'm presupposing that we don't, sir.

Mr. **Ford**. But you are suggesting that you would get less money, because if they can't use the Federal dollars to match they will appropriate state dollars.

Mr. **Griswold**. No. I think my——

Mr. **Ford**. Is that what you are saying.

Mr. **Griswold**. My concern here is just the opposite. My concern here is that the state might take the opportunity not to appropriate state funds but use Federal funds for the match, which essentially would be an erosion of that state appropriated money over a period of time.

The law currently allows us to use third party match instead of state appropriated funds. In Michigan that has continually worked downward so that the state rehabilitation agency has to find community-based funds to match our program.

This would seem to be another movement in that direction.

Mr. **Ford**. Well, you know, we can take this legislation in one of two ways, but not both ways at the same time.

We have tried to move away from matching because you have major school districts like the City of Detroit that loses half of its money because it can't raise the money to match.

We say we have got to cut that out and make sure that whatever money is available under the Federal law gets to them. If they can't raise the other money, at least let's get them some. Let's don't penalize them because they don't have the wherewithal to match.

Now, we have moved in this direction to respond to all of the people who think that there is something sacred about using local dollars whenever there are Federal dollars, and they think of matching as a penalty that you pay for getting the Federal dollars. We didn't pass that.

And now you are saying to us that we may erode the amount of money going into education if we eliminate matching. And there's two ways to eliminate it.

One, we eliminate it for the whole state. And then we come back and say, in addition to that, where there still are matching requirements we will let you, rather than fall on your face since you are unable to make the match, use Federal resources coming from the Perkins Act in another way to make your match requirement so you don't lose anything.

Now, how does that disadvantage you?

You are asking me to guess and the committee to guess that state legislators would look at this and play two checker moves at one time and say, aha, if we don't appropriate any money for voc-rehab then the State Department is going to have to reallocate that money and they will take care of it.

It's more likely they won't appropriate the money. I mean, I don't know of any state now that's advocating higher taxes for education, do you?

Mr. **Griswold**. We worked on it yesterday but we weren't too successful.

Mr. **Ford**. We are working with more and more scarce dollars all the time. And we've been through this period where the only way you can get this legislation moving is to have matching, because you had to convince some people that you weren't going to let up one bit on state and local resources.

We just went through eight years with a President who believed that all the State Treasuries were fat, dumb, and happy, that they had plenty of money and they just weren't spending it on education, so we didn't need it.

That's what Mr. Hayes is really talking about, that we turned right around and sent all that money to support a bunch of people not even living in their own country when we haven't got enough money for the Pell grants for this year or any other programs for our own kids.

These are the tough choices we are making. And I'm sure that anybody involved in working this out with the various conflicting interest has in mind that it will advantage more people than it will disadvantage.

Mr. **Griswold**. Mr. Ford, we're not opposed.

Mr. **Ford**. I would like you to look at it some more and try to explain to me how this becomes a disadvantage.

Mr. **Griswold**. We will.

Mr. **Ford**. We can't anticipate what a psychological effect it may have on your Appropriations Committee.

Mr. **Griswold**. Right.

Mr. **Ford**. Mr. Hayes, do you have any questions?

Mr. **Hayes**. No. I think the testimony has been comprehensive. And the question you raised is one of the items I am concerned about.

I don't know how your lotto works in the State of Michigan. We got a jackpot of $55 million; they're coming across the border to play this weekend. We haven't got what we were promised for our education system out of that lotto.

Mr. **Ford**. Thank you very much.

Mr. **Bemis**. Thank you.

Mr. **Ford**. Now I have a panel: Ed Ferguson, Principal of the William D. Ford Vocational/Technical Center; Jan Danford, Director of Educational Development, Olds-Buick-Cadillac Group, and President of the Michigan Counsel on Vocational Education; David Soule, Director of Vocational Technical Education at Oakland Schools; David Otwell, Michigan Middle Cities Education Association; Larry Ford, Executive Director of Greater Flint Chamber of Commerce and Member of the Genesee ISD Board; and Robert Hagerty, Superintendent of Ionia Public Schools.

Now, without objection the statements of each of the people on the panel will be inserted in the record immediately before their oral comments here today.

Having done that I would invite you to identify yourself to the reporter starting over here and coming this way, so that she knows who is saying what.

And then knowing that your statement is in the record you may proceed to add to it, supplement it, or expand upon it in any way that you think will be most helpful to the record. And while you are doing that please let me excuse myself, the Postmaster General is on the phone out there and I think I know what it has to do with, about $2 billion and whether or not there will be an increase in your postage in 1990 or 1991.

Mr. Hayes, you take care of this.

Mr. **Hayes**. We will begin with you, Mr. Ferguson.

STATEMENT OF EDWIN N. FERGUSON, PRINCIPAL, WILLIAM D. FORD VOCATIONAL/TECHNICAL CENTER

Mr. FERGUSON. My name is Edwin Ferguson. I am the Principal at William D. Ford Vo-Tech Center, a vital and thriving part of the Wayne-Westland Community Schools.

Mr. Ford, it is a special honor to have you with us here today and to be able to sit before you to present our testimony on this most important issue.

Our vocational center, school district, and vocational educators throughout Michigan and the nation, are indebted to you for your ceaseless and untiring efforts on behalf of vocational education.

Needless to say, our appreciation also extends to your diligent and hardworking colleagues serving on the House Subcommittee on Elementary, Secondary, and Vocational Education.

Mr. Chairman, I need not tell you of the groundswell of support for vocational education by the citizens of Michigan, indeed in this country. A recent Harris poll survey of parents of school age children indicated that vocational education was ranked among the top three educational priorities they felt good schools should provide.

Employers across the nation look to vocational education to provide them the trained work force to enable them to grow and maintain their competitive edge in the marketplace. Our local business and industry employers tell us our vocational education graduates meet their needs. It is evident that Michigan Employment Security Commission and the Department of Labor employment statistics that there is an overwhelming need for training and retraining of the American work force both now and in the future.

As we examine the problems of implementing the expiring Perkins Act, guidelines at the William D. Ford Vocational/Technical Center, we found that the restrictive and stringent rules regarding set-asides posed the largest problem in operating key programs.

And if I heard correctly a few minutes ago it sounds to me like that problem has been addressed and I probably do not need to go on with some of this testimony that I prepared there.

I will move on.

We have found that unemployed young people who are dropouts either fail to find employment or find employment at minimum wage or dead-end jobs.

There appears to be a strong relationship between academic underachievement, school failures, dropping out, and unemployment.

Later in this testimony I will address the specific role of Carl Perkins and how it can play a more appropriate role in meeting the needs of the at-risk or academically disadvantaged special need students.

It is our belief that the state agency responsible for vocational education plays an invaluable role in facilitating the implementation of vocational education.

As examples, they coordinate the dissemination of additional state revenues available to local districts, while serving as a clearinghouse for and monitor of Federal voc ed funds. Their expertise and coordination functions are essential if we are to succeed in implementing the requirements of any Federal legislation.

We support the continuing funding of our State department of vocational education.

Another area of need that has not been adequately addressed in the Perkins legislation is the area of dropouts. Although a dropout student may be designated as disadvantaged under the rules and regulations of the present Perkins bill, the services are generally included in the special needs project.

By allowing block grants by the state to local school districts for delivery of services to handicapped and disadvantaged students there would be a greater flexibility in meeting the needs of dropouts, especially if a district wanted to develop a dropout prevention program in connection with specialized services not offered to regular students, but available to students in voc ed.

This approach capitalizes on the generally stronger appeal of vocational education to dropout prone youth over that of their more traditional academic programs.

Another of the William D. Ford Voc-Tech Center's main concern is the whole relationship of secondary voc ed to postsecondary vocational education. It is our experience via follow-up studies of graduating students from our school system that the majority of students do not go on to postsecondary community college in technical fields.

There is no more assurance at the postsecondary level that a student will complete a program than there is at any secondary level program. To resolve this problem we support H.R. 22, the tech-prep bill sponsored by Congressman William D. Ford. This farsighted thinking in this bill will allow students to prepare themselves for entry into a postsecondary institution for technical training by experiencing the necessary high school requirements in preparation for this transition.

As we look at this tech-prep bill I would encourage that there be careful consideration given to the concept of including technology education at the secondary level. It appears essential that local school districts in area vocational centers coordinate in curriculum development and delivery of technical education as a necessary building block for more technical and scientific training during late high school and postsecondary years.

Technology education encompasses the far reaching concepts of applied academics, hands-on-experience with technical equipment and skill building in the vocational-technical subjects; and therefore, vocational education must be an integral part of this process if tech-preparation is to be successful.

Many of our students will not go on to any other educational institution without proper guidance, counseling and encouragement. Nowhere is this encouragement more prevalent than in the vocational-technical programs at the William D. Ford Voc-Tech Center.

Another area of involvement and concern at the secondary level is provision for academics in our vocational-technical subjects. Of 49 students enrolled in high school two years ago, all but three showed an increased grade point average in their academic courses after enrolling in our electronics program.

Further, all students that took high school algebra achieved more above average grades if they had electronics prior to taking the algebra program.

In addition, dropout prone students who find difficulty succeeding in a normal school setting may find success at a vocational-technical center because it better meets their alternative learning styles.

Through personalized and intensive support services they are able to achieve better academic scores and complete their academic requirements in order to graduate from high school.

This brings us to another problem that exists in vocational education and this is one of enrollment. We are familiar with the report, A Nation At-Risk, which pointed out to the need for students to achieve better academically in order to be more competitive in the world today.

School districts across this nation attempted to meet this need by providing additional graduation requirements for students. However, it is our experience at the Wayne-Westland Schools that the remedies may not yield the desired outcome expected by those wishing for a better academic standard that they had envisioned that might have existed in the past.

What was really happening in the pre-nation at-risk educational environment was that alternative education patterns and educational learning styles were being developed to accommodate individual student needs. Of course one of the advantages of vocational education, while learning by doing is paramount, is that it provides an alternative to the traditional academic classroom.

In our school system, for example, during the past several years we have noticed a marked increase in the number of high school students who have dropped out. Although our retention and graduation rates are high in comparison to many large urban suburban school districts, and even though we have experienced a decline in high school enrollment the real dropout number has gone up significantly, nearly doubling in three years. Part of this dropout pattern is due to the increase in graduation requirements.

When at-risk youth failed demanding academic subjects they become discouraged and drop out of school. An alternative solution is to allow for academic credit in vocational-technical programs. I'm not talking about allowing a machine shop teacher or a welding teacher or a secretary teacher to issue credits for math or science or english to high school students, but allow those vocational instructors to waive the graduation requirements if the student gained the same academic competencies they would have in the high school program through their involvement in the vocational-technical program.

In practice the english teacher, the math teacher, and the science teacher would sit down across the table from the vocational educator and they would hammer out what the academic competencies were for any student to meet the minimum academic requirements in that subject area to satisfy graduation requirements via their vocational program.

The final area of concern in the Perkins legislation that we wish to address is the area of staff development. I personally oppose any cuts in this program. Our state has too long needed a substantial and professional curriculum and professional development project. Without research, development, and the trial and error of forward thinking as to how vocational education expect to accomplish its goals for the future.

From a personal standpoint our teachers have greatly benefited from participation and professional development activities sponsored by the State of Michigan through Federal vocational education dollars. I see no other way that our teachers would be expected to return to industry to obtain these kinds of skills without the incentive provided by Federal dollars.

Mr. Chairman, we appreciate your efforts on behalf of vocational education and stand ready to assist you in any way that we can to help improve the contents and educational benefits of the Perkins Act.

We are proud, Mr. Chairman, to have you here in our school building. We offer you and any citizen the opportunity to tour our vocational center or their own vocational center to see what goes on. Everyone, academic scholars to the most skeptical and doubtful vocational education critics have their eyes opened once they have visited a fine vocational education facility.

Thank you very much for the opportunity to present.

[The prepared statement of Edwin N. Ferguson follows:]

Statement of

Mr. Edwin H. Ferguson, Principal

William D. Ford Vocational/Technical Center
Wayne-Westland Community School District
Westland, Michigan

on H.R. 7
and the reauthorization of the
Carl D. Perkins Vocational Education Act

presented to the

Sub Committee on Elementary, Secondary, and Vocational Education

Hearing
at
Westland, Michigan
April 14, 1989

My name is Edwin Ferguson. I am the Principal of the William D. Ford Vocational/Technical Center, a vital and thriving part of the Wayne-Westland Community Schools.

Mr. Ford, it is a special honor to have you with us here today and to be able to sit before you to present our testimony on this most important issue. Our vocational center, school district, and vocational educators throughout Michigan and the nation, are indebted to you for your ceaseless and untiring efforts on behalf of vocational education. Needless to say, our appreciation also extends to your diligent and hardworking colleagues serving on the House Subcommittee on Elementary, Secondary and Vocational Education.

Mr. Chairman, I need not tell you of the groundswell of support for vocational education by the citizens of Michigan - indeed the country. A recent Harris poll of parents of school aged children indicated that vocational education was ranked among the top three educational priorities they felt good schools should provide. Employers across the nation look to vocational education to provide them the trained workforce to enable them to grow and maintain their competitive edge in the marketplace. Our local business and industry employers tell us our vocational graduates meet their needs. It is evident from Michigan Employment Security Commission and Department of Labor employment statistics that there is an overwhelming need for training and re-training of the American workforce both now and in the future.

According to the Bureau of Labor Statistics, a number of significant occupational demand shifts will occur in the workforce. Some new and emerging highly technical occupations will exceed an 80% growth rate during the next decade, while other, more traditional blue collar jobs will change. Much of the growth will occur in secretarial, medical and computer related field.

However, Mr. Chairman, we are caught in a dilemma of sizeable proportion. Although there is a perceived and real need for vocational education, too many of our students are not completing school. According to Mr. Richard B. Freemen, Director of Labor Research for the National Bureau of Economic Research at Harvard University, "employment in the U.S. expanded by 16,000,000 jobs from 1979 to 1988, while the total number of new high school graduates has shrunk from 7.7 million in 1980 to 6.3 million in 1986." Despite these new jobs in an economy that received fewer graduates each year in competition for the jobs, unemployment among the 2.5 million dropouts, ages 16 to 21 in 1986, remained at 27%, the same level of unemployment experienced by 3.4 million dropouts in 1980.

Meanwhile, unemployment among high school graduates stood at a constant 13% in both 1980 and 1986. Of significance here however, are the findings of our annual vocational follow-up studies which show that students completing a vocational-technical program while in high school have better employment rates and generally earn $2,000.00 more per year than their non-vocational graduate counterparts.

We have found also that unemployed young people who are dropouts either fail to find employment or find employment at minimum wage or dead-end jobs. There appears to be a strong relationship between academic underachievement, school failures, dropping out and unemployment. Later in this testimony I will address the specific role the Carl Perkins Act can play in more appropriately meeting the needs of the at-risk or academically disadvantaged special need student; the student who poses the greatest risk of becoming the unemployed adult of tomorrow.

In our state there are a number of funding grants made available to local districts through various state agencies. Some of these grants are awarded on a competetive basis.

It is our belief that the state agency responsible for vocational education plays an invaluable role in facilitating the implementation of vocational education. As examples, they coordinate the dissemination of additional state revenues available to local districts while serving as a clearinghouse for and monitor of federal vocational education funds. Their expertise and coordinating functions are essential if we are to succeed in implementing the requirements of any federal legislation. I support the continued funding of our State Department of Vocational Education.

As we examined the problems of implementing the expiring Perkins Act. guidelines at the William D. Ford Vocational/Technical Center, we found that the restrictive and stringent rules regarding set-asides posed the largest problem in operating key programs. These problems are exemplified in the delivery of services to single parent homemakers, operation of our sex equity program and meeting the needs of our handicapped and academically disadvantaged special needs populations.

We are proud of our Special Needs program. It contains some exciting and unique features designed to optimize success of identified 'at-risk' secondary and adult students. Unlike many centers, we integrate adults and young people throughout most of our various shifts. Our first shift runs from 8:00 a.m. until 10:40 a.m., second shift from 11:45 a.m. until 2:15 p.m., third shift from 3:00 - 5:30 p.m., fourth and fifth shifts from 5:55 p.m. until 10:30 p.m. and sixth shift on Saturday from 8:00 a.m. until 2:00 p.m. Prospective Special Needs students are identified among adults and secondary students in all of the various shifts. However, due to certain stipulations found in the Perkin's Bill and further deliniated in our State Plan, we find we are unable to service all prospective Special Needs students clearly identified as handicapped or academically disadvantaged.

The 50-50 hard match and restrictive ratio induced quotas force our center and other local districts to impose arbitrary and inequitable limits upon service to all eligible students. With a more flexible match requirement, greater numbers of truly needy students would receive support services such as teaching assistants, counseling and reading/math remediation. I believe I speak for our school district when I call for your consideration of an aggregate match, either on a district or statewide basis.

The concept and practice of allocating the dollars on a formula basis certainly would reach the intended targeted groups in those districts having the greatest need of support help for their disadvantaged and handicapped students. Another area of need that has not be adequately addressed in the Perkins Legislation is the area of dropouts. Although a dropout student may be designated as disadvantaged under the rules and regulations of the present Perkins Bill, the services are generally included in the special needs project. By allowing block grants by the State to local school districts for delivery of services to handicapped and disadvantaged students, there would be greater flexibility in meeting the needs of dropouts, especially if a district wanted to develop a dropout prevention program in conjunction with specialized services not offered to regular students, but available to students in vocational education. This approach capitalizes on the generally stronger appeal of vocational education to dropout prone youth over that of the more traditional academic programs.

Another of the William D. Ford Vocational/Technical Center's main concerns is the whole relationship of secondary vocational technical education to post secondary education. Many have asked the question, why provide vocational technical education subjects at the secondary level? Is not their rightful place in the post-secondary level? It is our experience via follow-up studies of graduating students from our school system that they do not go on to post-secondary community colleges for technical subjects. How can students receive services if they won't enroll in the program? In addition, there is no more assurance at the post-secondary level that a student will complete a program than there is at the secondary level. In fact, in some instances there are fewer incentives. In order to resolve this problem we support H.R. 22, which is the so called Tech Prep Bill, sponsored by Congressman William D. Ford. The far sighted thinking in this bill would allow students to prepare themselves for entry into a post secondary institution for technical training by experiencing the necessary high school requirements in preparation for this transition. As we look at this Tech Prep Bill I would encourage that there be careful consideration given to the concept of including technology education at the secondary level. It appears essential to me that local school districts and area vocational centers coordinate in curriculum development and delivery of technology education as a necessary building block for more technical and scientific training during late high school and post secondary years.

Technology education may well be the solution to this needed link between high school and post secondary institutions. Technology education encompasses the far reaching concepts of applied academics, hands-on experience with technical equipment, and skill building in the vocational technical subjects. Vocational education must be an integral part of this process if tech preparation is to be successful. Many of our students will not go on to any other educational institution without proper guidance counseling and encouragement. Nowhere is this encouragement more prevalent than in the vocational technical programs at William D. Ford Vocational/Technical Center.

Another area of involvement and concern at the secondary level is provision for academics in our vocational/technical subjects. At the William D. Ford Vocational/Technical Center, we see concrete proof that academic scores of students increase because of their involvement in vocational technical subjects. In our electronics program, for example, the principles of math and physics are an integral part of the curriculum. Our students in that program have made documented math achievement gains in their regular academic classes. For example, of 49 students enrolled in high school two years ago all but three showed an increased grade point average in their academic courses after enrolling in our electronics program. Further, all students that took high school algebra achieved above average grades if they had electronics prior to taking the algebra. In our new Business Technology and Manufacturing Technology programs there will be a great deal of emphasis upon language and communication skills. These academic components of math, science, language and communication are not necessarily taught as seperate subjects, but the possibility exists for students to have the math requirement waived if it is determined that math is an integral part of their vocational technical subject at the vocational center. In addition, we provide ongoing reading and math support to those needing academic tutoring or remediation. Our learning lab is staffed by trained and certified teachers utilizing one-on-one, small group and the latest computer assisted learning techniques to maximize the student's potential for success. In this fashion, dropout prone students who find difficulty succeeding in a "normal" school setting may find success at a vocational technical center because it better meets their alternative learning styles. Through personalized and intensive support services they are able to achieve better academic scores and complete their academic requirements in order to graduate from high school.

This brings us to another problem that exists in vocational education, and that is one of enrollment. We all are familiar with the report, A Nation at Risk, which pointed to the need for students to achieve better academically in order to be more competitive in the world today. School districts across this nation attempted to meet this need by providing additional graduation requirements for students. However, it is our experience in the Wayne-Westland Schools that the remedies may not yield the desired outcome expected by those wishing for a better academic standard they had envisioned existed in the past. What was really happening in the pre-Nation at Risk educational environment was that alternative educational patterns and educational learning styles were being developed to accommodate individual student needs. Of course, one of the advantages of vocational education, where learning by doing is paramount, is that it provides an alternative to the traditional academic classroom. In our school system, for example, during the past several years we have noticed a marked increase in the number of high school students who have dropped out. Although our retention and graduation rates are high in comparison to many large urban suburban districts, and even though we have experienced a decline in high school enrollment, the real dropout number has gone up significantly, nearly doubling in three years. Part of this dropout pattern is due to the increase in graduation requirements. Many of the students who were failure and dropout prone before in the academic programs were being provided alternative and remedial programs.

They are forced to take academic subjects, which they fail. When at-risk youth fail demanding academic subjects they become discouraged and drop out of school. An alternative solution is to allow for academic credit in vocational technical programs. I'm not talking about allowing a machine shop teacher or a welding teacher or a secretarial teacher to issue credits for math or science or english to high school students, but allow those vocational instructors to waive the graduation requirements if the student gained the same academic competencies they would in the high school program through their involvement in the vocational technical program. In practice, the English teacher, the math teacher and the science teacher would sit down, across the table from the vocational educator, and they would hammer out what the academic competencies were for any student to meet the minimum academic requirements in that subject area to satisfy graduation requirements via their vocational program.

On an equally important note, areas of concern addressed in the Perkins legislation but which do not receive attention from all vocational technical centers, are the concepts of economic development and adult enrollment in secondary vocational technical centers. Across this nation there is a substantial investment by governmental agencies and tax payers in the establishment of area vocational technical education centers. Incentives should be provided to school districts to encourage them to be involved in economic development activities, customized training activities and the utilization of their vocational technical center as a focal point for adult re-training. Students participating in the local district vocational/technical programs at area centers could then link, via 2 + 2 or articulation programs, with post-secondary institutions for more advanced technical training.

Carrying this theme one step further, I would recommend that, in those instances when cooperative relations exist between secondary and post-secondary institutions, the secondary area vocational technical center be granted eligibility to award Pell Grants and other financial aid incentives to adults. Through this transition approach, the unemployed or underemployed adult, who may or may not have a high school diploma, would receive the combined counseling and career planning support of both institutions, with short and long range academic and job skill development clearly established through a formal I.E.P. (Individualized Educational Plan). This plan could make better use of secondary vocational education programs and facilities, while easing the transition for large numbers of students from secondary to post-secondary training.

The final area of concern in the Perkins legislation that we wish to address is the area of staff development. It is my understanding that there is a great deal of discussion of reducing the percentage of dollars made available to states for discretionary funds for the development of special projects. I personally oppose any cuts of this nature. Our state has too long needed a substantial and professional curriculum and professional development project. Without research, development and the trial and error of forward thinking as to how vocational education can expect to accomplish its goals for the future. From a personal standpoint, our teachers have greatly benefitted from participation in professional development activities sponsored by the State of Michigan, through Federal Vocational Education Dollars. I see no other way that our teachers could be expected to return to industry to obtain these kinds of skills without the incentives provided by these dollars.

We appreciate your effort on behalf of vocational education, Mr. Chairman, and stand ready to assist you in any way we can to help improve the contents and educational benefits of the Perkins Act. By doing so we help improve the educational benefits for all of the citizens of the State.

Vocational edcuation is one of the powerful success stories of our nation. The historical strength of our society and our American economy has been, to a large extent, due to the longstanding support of vocational/technical training. As in the past, a strong future for our nation depends upon a thorough, ongoing and well articulated training plan for its citizens.

Only by providing Federal incentives for all aspects of vocational technical education can we expect to secure the kind of future for our students that we all want for them. The competitive nature of the global markets establishes a strong enough need for vocational education, but it goes beyond that. It goes to the rooms and hallways of the very school building where we are operating our vocational programs today.

We are proud, Mr. Chairman, to have you here in our school building. We offer you, and any citizen, the opportunity to tour our vocational center (or their own local vocational center) and see what goes on. Everyone, academic scholars, to the most skeptical and doubtful vocational education critics have their eyes opened, once they visit one of our fine facilities across the nation. The continued operation, indeed existence of these centers and the fine job they do depends upon the incentives provided by the Carl D. Perkins Legislation. An incentive, no matter how small, is often all that one needs to be successful. We urge that consideration be given to an even greater emphasis on vocational technical education in this nation and the Carl D. Perkins Vocational Education re-authorization be the model of vocational/technical training for the world.

We appreciate your efforts, Mr. Chairman, and stand ready to assist you in any way we can.

Attached to my written testimony will be a listing of the multitude of services offered to secondary and adult students at the William D. Ford Vocational/Technical Center. While this may not be an inclusive listing of all services needed, it certainly represents a wide range of essential components bearing upon the need for continued/improved funding of vocational education.

This ends my testimony, Mr. Chairman.

Thank you.

EF:as

Mr. HAYES. Thank you.
Ms. Danford.

STATEMENT OF JANICE R. DANFORD, DIRECTOR OF EDUCATIONAL DEVELOPMENT, OLDS-BUICK-CADILLAC GROUP, AND PRESIDENT OF THE MICHIGAN COUNCIL ON VOCATIONAL EDUCATION

Ms. DANFORD. Mr. Chairman and members of the subcommittee, I appreciate the opportunity to testify on the proposed reauthorization of the Carl D. Perkins Vocational Education Act.

I am Jan Danford, Director of Educational Development for the General Motors Corporation of the Lansing Automotive Division. I represent business and industry on the Michigan Council on Vocational Education.

I have been a vocational director, a principal of an area vocational center, a director of curriculum. In addition, I have experience in human resource development, performance contracting, manpower training and development for disadvantaged and handicapped adults under the Manpower Development and Training Act, migrant training and anti-poverty programs under the Office of Economic Opportunity, youth employment under the Comprehensive Employment and Training Act.

I mention this background not to promote myself but because this experience has allowed me the opportunity to realize the impact of Federal legislation on education and training from many perspectives. My comments today on the reauthorization of the Perkins Act will reflect that experience.

Major changes are rapidly taking place in the work place in the United States due to a variety of factors and pressures. New technology, more effective international competition, changes in consumer taste, and demographic shifts are requiring a more flexible work place and a more capable worker.

The evidence is substantial, however, that the number of working-age youth and adults now lack the basic education and employment skills needed to obtain entry level jobs.

In addition, most of today's employees will need to upgrade their skills or acquire new job skills to remain employed. How well we respond to these challenges depends in a major way on expanding public-private sector partnerships.

The country needs to redirect and fully utilize its education and training system and make the appropriate adjustments to address the inevitable changes. This nation needs a comprehensive quality system that effective educates and trains people to function in a changing work place.

Based on this need I would like to make the following recommendations for refocusing Federal legislation on vocational education.

First, expand the definition of vocational education to include employability skills training. Vocational education encompasses all areas of employability. The job skill itself, applied academic skills, interpersonal skills, reasoning and problem-solving, the ability to get and keep a job, and finally, the ability to obtain the understanding of the need to continually educate oneself in order to remain employed. I believe all students need employability skills training regardless of their curriculum.

Vocational education should be touching every student's life. The college prep students, general education, special education, as well as those actually occupying our vocational labs. Also, all students could benefit from the structured, supervised work experience with business and industry.

Second, promote a client-centered system. Education must address the diversity of needs and abilities of its students. As you are well aware, much of the educational reform efforts have meant an increase in such things as time, courses, and credits which may be beneficial to some students but for others may even a detriment, particularly if such increases result in more dropouts.

I would recommend that by the ninth grade every student have an individualized student learning plan that would identify the academic and employability skill competencies to be achieved to meet each student's career and educational goals. The plan would include parental involvement and an annual review.

I also believe that these same plans could be one of the answers to meeting the needs of special populations. It is my understanding that the debate on the set-asides for special populations has become the most volatile issue of the reauthorization process.

I too have a personal and professional commitment to serving special populations, and believe that if some targeting had not been part of the Federal legislation these people would have been neglected.

However, I would respectfully caution this committee not to throw the baby out with the bath water in trying to meet all the needs of all of the people.

From a recent evaluation of vocational education in Michigan we have found that area centers are fast becoming special education centers. We may be at a point where we need to determine if the major thrust of Federal legislation is toward educating people for work or providing the additional support services needed by special populations. I believe it is the former.

Other Federal laws like Chapter 1 at ECIA, JTPA, Handicapped and Rehabilitation Services Act, should be integrated at the Federal level to provide those additional support services that are needed.

My third recommendation is to expand and emphasize public-private sector partnerships. Presently the UAW and General Motors Technology Training Center in Lansing provides summer internships to vocational teachers, counselors, and math teachers from local school districts in the area.

I am also very proud to announce to you today that as of this week the UAW, GM, Human Resource Center has agreed to provide $100,000 grant to support nine week internships for 24 vocational teachers and faculty to upgrade their technical skills at that Technology Training Center. We are now in the process of finalizing that.

Vocational-technical instructors will be assigned as part of that grant a mentor in the same trade as their occupational specialty. They will be allowed and encouraged to attend training that will enhance their trade skills. They will shadow a mentor in the shop, viewing and experiencing firsthand present industrial applications.

In return, they will assist with course development, task analysis, skilled trade self-assessments, and other projects within their field that are deemed appropriate.

This special partnership can only bring all parties closer together in the process of preparing our future work force.

Federal legislation should provide incentives to strengthen private sector involvement. Currently, the private sector involvement in education is not clearly understood or defined. Partnerships are formed at the local and state level that depend on the local needs and purposes not all of which are focused on the needs of employers and/or the work force.

It is clear in recent months that some private sector educational partnerships are frustrating business leaders due to unfocused efforts that are short-term. They want larger coordinated efforts that have an impact on educational improvement.

I would suggest you provide incentives to develop and expand the appropriate partnerships that would improve the work readiness and occupational skills of those entering employment and those who need to retrain or upgrade their skills.

Consider providing tax incentives to business and industry to lend and maintain equipment for vocational programs. Education cannot stay up-to-date with technology. One robot can cost $150,000 and it is out of date in five years. The only way to keep programs up to date is through support and partnerships with the private sector.

I would also recommend that you reinstitute local private sector committees. Such committees should have significant input on curriculum, equipment, teacher selection, including student and program evaluation. Link local applications and funding based on the input and approval of private sector committees.

My fourth recommendation is to place additional emphasis on improving program quality. The present law identifies 24 activities that can be funded for this purpose. A concentrated effort on a few priorities might significantly improve the quality of vocational programs rather than spread limited resources over numerous efforts.

Some suggestions for revitalizing vocational education through program improvement efforts include: integrating math, reasoning and reading skills into the vocational programs. Encourage the academic and vocational educators to work together as a team.

Provide incentives and models for secondary and postsecondary linkages such as the tech-prep education program which promotes applied academics, technical preparation and leads to placement in employment. Once again, the benefit of the client, the customer, should be the focus of the tech-prep program rather than how the secondary and postsecondary agencies deliver that program.

A greater emphasis should be placed on continually upgrading the occupational skills of vocational teachers and teacher education staff. Teacher education programs should be reviewed every five years.

Program and student evaluation should be a high priority. Obsolete training programs should be replaced and new ones should take their place.

My fifth and last major recommendation is the need for strong Federal and state leadership. The delivery of vocational education is a role which must be shared by several educational agencies. The direct delivery of services to youth and adults must be a function of those local agencies, both area-wide and local, which have the legal responsibility for instruction.

However, the need for policy leadership and state-wide planning, coordination, and technical assistance is apparent at the program level. Most local educational entities are primarily concerned with the delivery of vocational education. Thus, the state role in education needs to reach for excellence and ensure effective, quality programs throughout the state.

In addition to the ongoing duties of state administration, state agencies should provide leadership, technical assistance, and necessary services in the areas of curriculum, professional development, and evaluation.

State agencies should be required to establish accountability criteria for vocational education programs including standards and outcomes. The need for information on students, programs, and jobs requires increased attention to a data base in the states. State plans need to be driven by more accurate assessment of the needs and target improvement based on the measurement of outcomes.

State Councils of vocational education should continue in their autonomous citizen oversight with particular emphasis on evaluating the effectiveness of Federally funded education and training programs in the state.

State Councils should also assess the adequacy of involvement of local private sector committees.

In summary, vocational-technical education of the future must capture the best of the past, acknowledge the outstanding in the current program, and be ready to accommodate many new concepts if it is to remain in existence. These may sound like harsh words, however I would call them words of praise and confidence that vocational educators can provide a quality education to all of our youth and adults in the future. To do so will require some new resources.

I envision a vocational program of the future which is operated with less emphasis on the differences between those things academic and those things occupational.

I see a program with much closer ties with the business and industry community. A program which both teachers and students interact regularly with the business and industry community since both can benefit immeasurably from such a venture.

I see an educational system which values the application of knowledge more highly than its acquisition since application cannot exist without acquisition and is a higher order of knowledge.

I see our citizens as not only valuing education, but understanding that it is not limited to childhood and youth, it is continuous and not to participate will be fatal not only to them but to their country.

I see an educational system which understands and accepts a more important role than they have before considered. Much of the future is already known to us and with creative minds can be readily accessed.

The readiness of business and industry to be involved in the potential that vocational education holds to help us reach the ideal delivery system of the future should be explored by local communities, state agencies, and decision-makers, and Federal government.

There is an important role for each. As you consider these roles and specifically the role of the Federal government, the content of the vocational education authorization should become clearer. This legislation can be used as a basis for quality in education and still retain its original mission of occupational preparation.

I would ask this committee to continue to be true to this purpose and open doors for all people who can benefit from academic and vocational skills.

I thank you for the opportunity to represent business and industry as a member of the Michigan Council on Vocational Education and to present my views on the Reauthorization of the Carl D. Perkins Vocational Education Act.

Mr. Chairman, I would be happy to answer any questions you or the committee members may have.

Thank you.

[The prepared statement of Janice R. Danford follows:]

TESTIMONY

OF

JANICE R. DANFORD

DIRECTOR OF EDUCATIONAL DEVELOPMENT

LANSING AUTOMOTIVE DIVISION

GENERAL MOTORS CORPORATION

LANSING, MICHIGAN

BUSINESS AND INDUSTRY REPRESENTATIVE

MICHIGAN COUNCIL ON VOCATIONAL EDUCATION

BEFORE THE

ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION SUBCOMMITTEE

U.S. HOUSE OF REPRESENTATIVES

ON THE

REAUTHORIZATION OF THE CARL D. PERKINS

VOCATIONAL EDUCATION ACT

APRIL 14, 1989

TESTIMONY

OF

JANICE R. DANFORD
DIRECTOR OF EDUCATIONAL DEVELOPMENT
LANSING AUTOMOTIVE DIVISION
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I am Jan Danford, Director of Educational Development for the General Motors Corporation of the Lansing Automotive Division. I also represent business and industry on the Michigan Council on Vocational Education.

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Major changes are rapidly taking place in the workplace in the United States due to a variety of factors and pressures. New technology, more effective international competition, changes in consumer tastes, and demographic shifts are requiring a more flexible workplace and more capable workers. The evidence is substantial, however, that the number of working-age youth and adults now lack the basic education and employment skills needed to obtain entry level jobs. In addition, most of today's employees will need to upgrade their skills or acquire new job skills to remain employed. How well we respond to these challenges depends in a major way on expanding public-private sector partnerships. The country needs to redirect and fully utilize its education and training system and make the appropriate adjustments to address inevitable changes. This nation needs a comprehensive, quality system that effectively educates and trains people to function in a changing workplace.

Based on this need, I would like to make the following recommendations for refocusing federal legislation on vocational education.

First, expand the definition of vocational education to include "Employability Skills" training. Vocational education encompasses all areas of employability. The job skill itself, applied academic skills, interpersonal skills, reasoning and problem-solving skills, the ability to get and keep a job, and finally, the ability to obtain the understanding of, and the need to continually educate oneself in order to remain employed. I believe all students need employability skills training regardless of their curriculum.

Vocational education should be touching every student's life. The college prep students, general education, special education, as well as those actually occupying our vocational labs. Also, all students could benefit from a structured, supervised work experience with business and industry.

Second, promote a "client-centered" system. Education must address the diversity of needs and abilities of its students. As you are well aware, much of the educational reform efforts have meant an increase in such things as time, courses and credits, which may be beneficial to some students; but for others may even be a detriment, particularly if such increases result in more dropouts.

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I too have a personal and professional commitment to serving special populations, and believe that if some targeting had not been part of federal legislation, these people would have been neglected. However, I would respectfully caution this committee not to "throw the baby out with the bath water" in trying to meet all of the needs of all the people.

From a recent evaluation of vocational education in Michigan, we have found that area centers are fast becoming "special education" centers. We may be at a point where we need to determine if the major thrust of federal legislation is toward educating people for work or providing the additional support services needed by special populations. I believe it is the former. Other federal laws, like Chapter I of ECIA, JTPA, Handicapped and Rehabilitation Services Acts, should be integrated at the federal level, to provide those additional support services that are needed.

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Some suggestions for revitalizing vocational education through program improvement efforts include:

- Integrating math, reasoning and reading skills into the vocational programs. Encourage the academic and vocational educators to work together as a team.

- Provide incentives and models for secondary and postsecondary linkages such as the Tech Prep Education Program which promotes applied academics, technical preparation and leads to placement in employment. Once again the benefit of the client should be the focus of the Tech Prep Program rather than how the secondary and postsecondary agencies deliver the program.

- A greater emphasis should be placed on continually upgrading the occupational skills of vocational teachers and teacher education staff. Teacher education programs should be reviewed every five years.

- Program and student evaluation should be a high priority. Obsolete training programs should be replaced and new ones should take their place.

My fifth and last major recommendation is the need for strong federal and state leadership.

The delivery of vocational education is a role which must be shared by several educational agencies. The direct delivery of services to youth and adults must be a function of those local agencies, both area-wide and local, which have the legal responsibility for instruction.

However, the need for policy leadership and statewide planning, coordination and technical assistance is apparent at the program level. Most local education entities are primarily concerned with the delivery of vocational education. Thus the state role in education needs to reach for excellence and ensure effective, quality programs throughout the state.

In addition to the ongoing duties of state administration, state agencies should provide leadership and technical assistance and necessary services in the areas of curriculum, professional development and evaluation. State agencies should be required to establish accountability criteria for vocational education programs, including standards and outcomes. The need for information on students, programs and jobs requires increased attention to a data base in the states. State plans need to be driven by more accurate assessment of needs and target improvements based on the measurement of outcomes.

State Councils on Vocational Education should continue in their autonomous citizen oversight with particular emphasis on evaluating the effectiveness of federally funded education and training programs in the state. State Councils should also assess the adequacy of involvement of local private sector committees.

In summary, vocational technical education of the future must capture the best of the past, acknowledge the outstanding in the current program, and be ready to accommodate many new concepts if it is to remain in existence. These may sound like harsh words, however, I would call them words of praise and confidence that vocational educators can provide a quality education to all of our youth and adults in the future.

To do so will require some new resources. I envision a vocational program of the future which is operated with less emphasis on the differences between those things academic and those things occupational. I see a program with much closer ties with the business-industry community. A program where both teachers and students interact regularly with the business-industry community since both can benefit immeasurably from such a venture. I see an educational system which values the application of knowledge more highly than its acquisition since application cannot exist without acquisition and is a higher order use of knowledge.

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There is an important role for each. As you consider these roles and, specifically, the role of the federal government, the content of the vocational education authorization should become clearer. This legislation can be used as a basis for quality in education and still retain its original mission of occupational preparation.

I would ask this committee to continue to be true to this purpose and open doors for all people who can benefit from academic and vocational skills.

I thank you for the opportunity to represent business and industry as a member of the Michigan Council on Vocational Education and to present my views on the reauthorization of the Carl D. Perkins Vocational Education Act.

Mr. Chairman, I would be happy to answer any questions you or other committee members may have.

SUPPLEMENT TO TESTIMONY OF JANICE R. DANFORD, DIRECTOR OF EDUCATIONAL DEVELOPMENT, LANSING AUTOMOTIVE DIVISION, GENERAL MOTORS CORPORATION, LANSING, MICHIGAN, AND BUSINESS/INDUSTRY REPRESENTATIVE ON THE MICHIGAN COUNCIL ON VOCATIONAL EDUCATION BEFORE THE ELEMENTARY, SECONDARY, VOCATIONAL EDUCATION SUBCOMMITTEE U.S. HOUSE OF REPRESENTATIVES ON REAUTHORIZATION OF CARL D. PERKINS VOCATIONAL EDUCATION ACT, APRIL 14, 1989.

While I'm here and have the opportunity, I would like to make a few comments on the proposed amendments to H.R. 7 offered by Mr. Hawkins and Mr. Goodling. I have just become aware of the proposed establishment of a State Human Resources Council, which will review and oversee five employment and training laws. I have not had a chance to do any in-depth homework but I do have some comments and questions for your consideration.

Once again I caution the committee not to throw the "baby out with the bath water!"

On the surface it would appear that one Council makes a lot of sense in terms of coordination and integration of services.

However, the actual implementation and effectiveness of one Council certainly causes one to ask those who propose this concept some questions which should be addressed before any final decision is made.

(1) Will the five laws involved, also be amended so that they have complementary purposes, terminology, goals/standards and evaluation criteria/measurable outcomes?

(2) Both the State Council on Vocational Education and the State Job Training Coordinating Council in Michigan appear to have been "fully employed" with their respective Acts. Is one Council now expected to do an effective job with five laws instead of one?

(3) Has this concept been piloted and evaluated as to the strengths and weaknesses?

(4) Shouldn't such a significant change be a long-range goal and systematically implemented in phases over a five year period?

(5) How will the private sector involvement be maintained, as well as, the specific identity of each law without the incorporation of subcommittees representing each Act.

Michigan presently has a State Human Investment Council. Its purpose is to integrate services and resources. The State Council on Vocational Education's role has been one of autonomous citizen oversight for vocational education, and has provided valuable evaluations to the Governor and the State Board of Education on the adequacy and effectiveness of vocational education and the Job Training Partnership Act. There has not been any duplication by both Councils.

I encourage you to thoroughly study the implications of your proposal for a State Human Resources Council before you eliminate the devoted focus of present state councils for a goal that is "politically popular," but which effectiveness is unknown.

Thank you

Mr. FORD. Dr. Soule.

STATEMENT OF DAVID H. SOULE, DIRECTOR, VOCATIONAL TECHNICAL EDUCATION, OAKLAND SCHOOLS

Mr. FORD. Is it Soule or Soule?

Dr. SOULE. If you're in the east it's Soule and the midwest Soul.

Mr. FORD. There was a radio personality when I was going to school with a name like that and I thought I was terrible smart when I found out how to spell it, because I was looking for something like S-O-O-L-A-Y.

[Laughter]

Mr. FORD. It's French, isn't it?

Dr. SOULE. That's correct.

I'm David Soule. I'm the Vice President of the Administration Division of American Vocational Association and Director of Vocational-Technical Education for Oakland Schools which is the intermediate district of Oakland County, Michigan. It's the country directly north from where we reside right now.

I'm pleased to appear here on behalf of the vocational educators throughout United States and the more than 19 million students we serve and to support the reauthorization of the Carl Perkins Act.

We are concerned about the so-called "Forgotten half." Those students and workers who do not pursue baccalaureate and college degrees. We are supportive of the concept of tech-prep education introduced by our Chairman, Congressman Ford, because it extends Federal leadership into a new era of innovation that should pay immediate and important dividends to the American work force and economy.

As you might expect, we are supportive of H.R. 1128, the Carl Perkins Vocational Education Act Amendments of 1989 introduced on behalf of AVA by Chairman Hawkins and Congressman Goodling.

I will talk a little bit later on about H.R. 7 which was introduced and marked up I understand this week.

But H.R. 1128 is a bill that we have worked on extensively for the past two years. It has gone through some 10 or 12 drafts before we had the final copy. And two years to provide Congress with a thorough summary of professional views from AVA's 45,000 vocational teachers, administrators, and counselors. Those who are on the front line of shaping American work force.

We are not just shop, as some outside the profession would stereotype us, although we are proud of our programs in the areas. Our members are preparing students for jobs in the fields as diverse as agriculture, business, office education, health occupations, marketing, technical and industrial trades and occupations.

I would like to summarize our position for just a few moments on the reauthorization.

As you know, we would like to see the provisions of the Perkins Act continued. And we would like to see renewed Federal investment—in plain words, a little bit more money. And I heard a little bit earlier Congressman Ford's remarks about that. I know he is tired of hearing about that. But the effect of inflation does impact programs at the secondary and postsecondary level. We are all aware of the buying power of the dollar and what has happened to it in the past 10 years.

Vocational educations for all students, we like to help and would like to have you support us to serve the academically disadvantaged. But do not allow us to brand our students as intelligently slow, as some people are tended to do.

While we may advocate the removal of set-asides, others will go to the opposite extreme suggesting that participation in Federally sponsored vocational education be limited only to the economically disadvantaged. We urge that you reject both of these proposals.

Vocational education offers real hope to many in our society. Existing stigmas already attached to the "Forgotten half." We are convinced that—to succeed we are convinced that may to succeed must have at least a four year college education. And the majority of the people in this room probably do have that kind of degree. But anything less is a failure, although we all know that is not true.

Secondary and postsecondary education, while some may suggest that the set-asides be removed for special populations, others may suggest that new set-asides are required for postsecondary education.

Vocational education believes that the Federal leadership should provide and be present to some degree in each state for both postsecondary and secondary vocational education. We would suggest a minimum guaranteed levels of activity rather than set-asides.

Someone suggested that vocational education is not important for their employees. But we all know that this is not the case. If the perspective employees can read and write many people in business think that they can do the rest. Perhaps this is true for the presidents of the industrial giants of the country. I think it would be wiser for us to interview some of the employer supervisors before agreeing with this concept.

Some 85 percent of the jobs in this country come from small business, not the industrial giants, and they do depend on the high schools and community colleges of the country to train the workers.

We do support the integration of the basic academic skills. Discussion of the role of vocational education and secondary schools naturally leaves the question of integrating basic skills into the high school vocational education curriculum.

We support the continued use of Federal funds to further integrate these basic skills into the curriculum. Our bill, that is H.R. 1128, would encourage state and local education agencies to grant academic credit to vocational education courses before academic competencies have been successfully integrated.

We also support the coordination of the Job Training Partnership Act or the JTPA. Vocational educators want to emphasize that the Perkins Act and JTPA are two separate pieces of legislation with two different sets of purposes. One is intended to focus primarily on those in school setting in need of education. The other on those youth and adults in situations which require additional training. Each has a vital role to play in the comprehensive Federal approach to building America's work force. They go hand-in-hand, but should not piggyback.

As you are aware, vocational educators endorse the concept of tech-prep education as incorporated in H.R. 1128. There are some minor differences that we hope will be considered by the committee.

We would suggest a tech-prep be included as a state administered program under Title III. We would like to see the definition of a tech-prep program clarified to ensure that agriculture, business, and health occupations are included. But these differences pale in comparison to the importance of the concept itself and we applaud Congressman Ford for integrating that into H.R. 1128.

In fact, AVA suggests that articulation between secondary and postsecondary vocational education should occur elsewhere in the Perkins Act as well. AVA proposes that local applications for assistance be required to describe the local efforts to encourage secondary and postsecondary articulation agreements.

They might include the creation of local instructional advisory committees where they do not exist, and the development of technical preparatory associate degree and certified programs envisioned in the tech-prep education concept.

In terms of special programs Title III of the Perkins Act supports special state programs. These are sometimes incorrectly described as set-asides. Actually, we believe each program should have its authorization and must plead this case before the Appropriations Committee of the Congress each year.

As evidence, while there are currently five separately authorized incentives, only two have been funded during the past five years. Assistance to community-based organizations serving disadvantaged youths and consumer and homemaking education. Adult training and retraining, guidance counseling, and business industry partnerships have been neglected to some degree.

Vocational educators urge you to continue the separate authorizations for each of these initiatives.

The area of professional development has been mentioned a little bit earlier. But again, vocational education wants to emphasize that perhaps no area is as crucial to the improvement in the future performance of vocational education as development of those who deliver the services.

As you are aware, we are going to need some 125 to 150,000 teachers between now and the year 2000. And as that teaching force—as the current teaching force ages over the next decade problems of teacher shortages are likely to intensify.

Moreover, the issue of teacher quality and minority instruction recruitment continues to be prominent. According to the special report in Business Week last September between retirement and normal attrition, America needs to replace up to one million teachers, half of the current force before the end of the century.

The problem also runs a little deeper. As the Bishop research reported, occupational skills become obsolescent more rapidly than the basic skills. This means that vocational technical teachers must give high priority to keeping their curriculum and their own skills up-to-date.

We also feel that there should be a need for the accountability of national data. One time we had a program that attempted to do that. However, that seemed to fall by the wayside. Vocational education and technical educators believe that there is a need for the compilation of data on a national level to document the accountability rather than the lack of accountability by program performance.

There are a couple of remarks I would like to make regarding the markup of the bill. We are concerned that the present bill that was marked up this week does not provide for professional development. It does not provide for curriculum development.

We also questioned about the eligibility of area centers such as the one we're sitting in now to receive dollars. We understand that they can do it through consortium arrangement. We are a little bit hesitant about the consortium arrangement that is being proposed.

We also are concerned that the word "vocational" has been dropped from the title. We would strongly encourage the word "vocational" be included in the title of the new bill. We strongly support the word "technical," also. And we are strongly in favor of the tech-prep concept as it is being promulgated at this moment.

Mr. Chairman, that concludes my remarks and we do appreciate the opportunity to testify.

Thank you.

[The prepared statement of David H. Soule follows:]

TESTIMONY

ON

H.R. 1128

BY

DR. DAVID H. SOULE

VICE PRESIDENT

AMERICAN VOCATIONAL ASSOCIATION

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

APRIL 14, 1989

Mr. Chairman and Members of the Subcommittee:

My name is David H. Soule, Vice President of the American Vocational Association (AVA) and Director of Vocational-Technical Education at Oakland Schools. I am pleased to appear today on behalf of vocational educators -- and the more than 19 million students we serve and to support the reauthorization of the Carl D. Perkins Vocational Education Act and testify on various bills before the Committee.

We are concerned about the so-called "Forgotten Half" -- those students and workers who do not pursue baccalaureate college education. We are supportive of the concept of Tech-Prep Education, introduced by Congressman Ford, because it extends federal leadership into a new area of innovation that should pay important dividends to the American workforce and economy.

And, as you might expect, we are especially supportive of H.R. 1128, the "Carl D. Perkins Vocational-Technical Education Act Amendments of 1989", introduced on behalf of AVA by Chairman Hawkins and Congressman Goodling. It is a bill that we have worked on extensively for the past two years to provide Congress with a thorough summary of professional views, from AVA's 45,000 vocational teachers, administrators, and counselors -- those on the front lines of shaping America's workforce. We are not just "shop", as some outside the profession would stereotype us, although we are proud of our programs in this area. Our members prepare students for jobs in fields as diverse as agriculture, business, office education, health occupations, marketing, and technical and industrial trades and occupations.

Let me begin by summing up the views of vocational educators with regard to the Perkins Act. Without question, we support its continuation and urge its reauthorization with a few improvements.

The law is not perfect and our programs are not perfect -- both can be improved and should be. But we support modification not major reform. While it has been nearly five years since you completed the major 1984 rewrite of the legislation, because of the time it takes to develop regulations and then translate them into program instructions, vocational educators have had only a few years to really implement the extensive changes you required in 1984. We believe that the reisk of losing much of the good that the 1984 Perkins Act may even now be accomplishing argues against another major rewrite at this time.

Let me briefly summarize our position on some of the issues, and then spend time on some suggestions with which you may be less familiar.

Authorization and Funding

As found in section 3 of H.R. 1128, vocational educators would like to see the provisions of the Perkins Act continued and would like to see renewed Federal investment -- in plain words, more money. I know by now you are tired of hearing about the effect of inflation on this country's education programs. But that does not lessen the fact that the appropriation of $918.4 million for vocational education is worth only $558 million in 1980 dollars when our appropriation was $784 million. The buying power of the federal vocational education dollar has dropped about $230 million -- more than 30 percent -- in just ten years. Thus, H.R. 1128 would raise authorization levels to maintain the level of commitment signaled by Congress in 1984 and suggest new authorizations to cover initiatives which vocational educators are suggesting.

In addition, H.R. 1128 would eliminate the current 2 percent set-aside from state basic grant funds for national programs and, instead, give each of the title IV national programs its own separate authorization. This should increase the flow of funds to the states without adversely affecting national leadership.

Special Populations and Program Improvement Set-asides

Vocational educators believe the Title II set-asides for special populations and program improvement have accomplished much of what Congress intended. The balance of purpose between creating better programs for all students and increasing the access to those programs for underserved populations should be retained. We also believe the categorical set-asides for Title II-Part A special populations should be protected -- but relaxed. As found in section 202 of H.R. 1128, we believe that allowing states the flexibility to transfer up to 20 percent of the funds allotted to any one special population set-aside category to another category, after documenting the need to do so in the state plan and after receiving the written approval of the Assistant Secretary, can end many of the probelms associated with set-asides. Federal bureaucracy would be more flexible, state plans could conform more readily to state-to- state differences, while individual special population groups, often vulnerable in the rough-and-tumble world of political "pie-cutting" at the state level would be protected. AVA believes it is a worthy compromise and urges your consideration.

While some may advocate the removal of set-asides altogether, others may go to the opposite extreme of suggesting that participation in federally sponsored vocational education be limited only to the economically disadvantaged. We urge your rejection of such proposals.

Vocational education is for all students. Let us -- help us-- continue to serve the academically disadvantaged, but do not allow Federal leadership to brand our students, America's workers, as "intellectually slow." Let us continue to serve the economically disadvantaged, but do not allow Congressional action to label our programs as "welfare."

Vocational education offers real hope to many in our society, but existing stigmas already attached to the "Forgotten Half" are convincing many that to succeed in America one must have at least a four-year college degree. Anything less is failure. Do not add to existing stigmas our programs and students bear by limiting federally sponsored participation only to the poor. To do so would exclude many single parents, many handicapped students, many students in danger of dropping out of school, and many with language difficulties who, while in need of our services, do not fall under arbitrary poverty definitions. Help us strengthen our overall curriculum and provide additional access to those with special needs so all who participate in vocational education can be proud.

Secondary and Postsecondary Vocational Education

While some may suggest that set-asides be removed for special populations, others may suggest yet new set-asides for postsecondary education. Vocational educators believe that Federal leadership should be present to some degree in each State not only for postsecondary but for secondary vocational education as well. As found in section 112 of H.R. 1128, we suggest minimum guaranteed levels of activity, rather than set-asides. While still allowing state discretion and flexibility, this commits the Congress to the support of both high school and post-high school vocational programs, assures the possibility of successful articulation activities in each state, and protects what we hope will be a new federal investment in tech-prep education programs across the country. We would suggest that a minimum of 25 percent of each state's title II funds be spent in postsecondary activity and that a minimum of 25 percent be guaranteed for secondary activities. States could decide the proper balance within the scope of those guaranteed minimums. Ratios of 75-25, 60-40, or 50-50 would be okay; ratios of 100 percent to one and zero to the other would not. Vocational educators want to emphasize that it is every bit as important to guarantee the continuation of federal leadership in high school vocational education as it is in postsecondary voc ed. Like it or not, regardless of our best efforts, many students are not going to pursue postsecondary education opportunities. They must depend on the skills, both academic and occupational, that they have gained in high school. As the Second Interim Report from the National Assessment of Vocational Education points out, about 40 percent of high school graduates do not enter postsecondary schools and another 23 percent leave postsecondary schools without obtaining a credential.

Some will suggest that vocational education is not important for their employees -- that if prospective employees can read and write, business will do the rest. Perhaps that is true for the industrial giants of this country, though it might be wiser to interview some of their employee supervisors before agreeing. But some 85 percent of the jobs in this country come from small business -- not industrial giants -- and they do depend on the high schools of this country to train their workers.

Integration of Basic Academic Skills

Discussions of the role of vocational education in secondary schools leads naturally to questions of integrating basic skills into the high school vocational education curriculum. Vocational educators support and, as found in section 201 of H.R. 1128, the AVA bill would continue the use of federal funds to further integrate basic education skills into the vocational education curriculum. Our bill would further encourage state and local education agencies to grant academic credit for those vocational education courses into which core academic competencies have been successfully integrated.

Dr. Jim Bishop of Cornell University, in his research for the Center for Advanced Human Resource Studies titled, "Vocational Education for At-Risk Youth", correctly asserts that "complete specialization in vocational education which ignores preparation in basic skills is not as effective as a curriculum that provides both vocational skills and competency in basic skills." But he goes on to assert that "vocational courses sometime contribute more to the development of basic skills than watered down courses in academic subjects." His research concludes that "apparently the key determinant of learning is the rigor of the courses taken, not the total number of academic courses or the total number of hours spent in a school building during the year." The fact is that we need both academic and vocational-technical skills in our curriculum.

Coordination with the Job Training Partnership Act

Vocational Educators support cooperation with programs of the Job Training Partnership Act (JTPA) and H.R. 1128 seeks to continue and strengthen such efforts. As found in section 3 of H.R. 1128, AVA would specifically suggest an open-ended authorization for the Perkins Act like that presently in affect for JTPA. This would aid state coordination and local implementation of vocational education programs by assuring the continuing presence of federal leadership and support for both programs.

But vocational educators want to emphasize that the Perkins Act and the JTPA are two separate pieces of legislation, with two different sets of purposes. One is intended to focus primarily on those in school settings in need of education; the other on those youth and adults in situations which require additional training. Each has its own vital role to play in a comprehensive federal approach to building the American workforce. But they must go hand-in-hand -- not piggy-back.

Tech-Prep Education and Articulation

As stated earlier, vocational educators endorse the concept of tech-prep education as contained in H.R. 22, and AVA has incorporated it into H.R. 1128. There are some minor differences that we hope will be considered by the Committee. We suggest that "tech-prep" be included as a state-administered program under Title III. We would like to see the definition of a tech-prep program clarified to ensure that agriculture, business, and health occupations are included. But these differences pale in comparison to the importance of the concept itself and we applaud Congressman Ford for including it as part of the Perkins Act.

In fact, AVA suggests that articulation between secondary and postsecondary vocational education should occur elsewhere in the Perkins Act as well. As found in section 120 of H.R. 1128, AVA proposes that local applications for assistance be required to describe local efforts to encourage secondary and postsecondary articulation arrangements. These might include the creation of local instructional advisory committees and the development of technical preparatory/associate degree and certificate programs, envisioned by the tech-prep education concept. H.R. 1128 would also cite the development of articulation programs as appropriate uses of funds under Title II-Part B program improvement activities.

Federal and State Governance

Vocational educators support the continuation of the sole state agency concept. We believe that it, by far, makes the most sense for consistent state administration of Perkins Act funds. H.R. 1128 does not alter the existing sole state agency arrangement.

As found in section 101 of H.R. 1128 (page 7, line 10), substantial changes are suggested with regard to federal administration of the Act. AVA sees a need to strengthen vocational education as a priority within the Department of Education and assure consistency in its year-to-year operation. Existing statutes establishing the Office of Vocational and Adult Education (OVAE) in section 206 of the Department of Education Organization Act (P.L. 96-88) are very general regarding specific functions of the Office and what Congress can expect in the way of performance.

H.R. 1128 would change that by authorizing OVAE within the Perkins Act, to stand as a visible advocate within the Department of Education. Specific responsibilities would be spelled out regarding such items as technical assistance, staffing and personnel, and administrative accountability. The National Assessment of Vocational Education has underlined the need for a stronger Office in its testimony before the Subcommittee earlier this month when its Director, John G. Wirt, recommended developing "expertise at the federal level in the design and implementation of systems for measuring the performance of vocational education" and "expanding capacity at the federal level for identifying policies and practices in vocational education."

Perhaps most importantly, H.R. 1128 would require future Presidents to nominate Assistant Secretaries heading OVAE who possess "comprehensive background(s) in vocational-technical education and adult education as demonstrated by preparation, work experience, and recognized professional achievement."
The need for experienced leadership cannot be overemphasized. Note additional statements from the testimony of National Assessment Director Wirt during testimony earlier this month:

> The Perkins Act has noble goals to expand access to quality vocational education for at-risk populations and improve the quality of programs generally, but the regulatory and implementation process has done little to translate those goals into effective programs and services.
>
> Certain regulatory interpretations have weakened important statutory provisions.
>
> Presented with insufficient federal guidance, states and localities do little to 'target' federal resources to students with greatest needs.

Regulatory inadequacies and insufficient federal guidance lay at the feet of the OVAE Assistant Secretary. An Assistant Secretary who knows the field and who has evidenced leadership in the profession is necessary to correct those inadequacies.

There has been considerable talk lately about "plum" jobs and "prune" jobs within the federal bureaucracy. The "prunes" are those tough jobs in government requiring hard work and experience. The Assistant Secretary of Vocational and Adult Education is a "prune" job. The head of OVAE must be able to administer the agency and provide direction to the field through the nuances of the regulatory process, to stand up in budget meetings with OMB and Congress and explain the cost and benefits of investing in vocational education, and to advise on education policy. It takes experience and we urge Congress to require it.

Title III -- Special Programs

Title III of the Perkins Act supports special state programs. These are sometimes incorrectly described as set-asides. Actually, each program has its own authorization and must plead its case before the Appropriations Committees of the Congress each year. As evidence, while there are currently five separately authorized initiatives, only two have been funded during the past five years: assistance to community-based organizations serving disadvantaged youth and consumer and homemaking education. Adult training and retraining, guidance and counseling, and business-industry partnerships have been neglected. Vocational educators urge you to continue the separate authorizations for each of these ititiatives. As found in section 301 of H.R. 1128, AVA proposes continuing assistance for community-based organizations. H.R. 1128 would enlarge the scope of assistance to include model programs using vocational eudcation approaches to prevent youth from dropping out of school or to promote their re-entry. As found in section 311 of H.R. 1128, the AVA homemaker education already plays in the classrooms of this nation with young women and young men. H.R. 1128 would further emphasize the important work being accomplished in areas such as balancing work and family, teaching parenting skills, preventing teen pregnancy, assisting at-risk populations, and promoting family and individual health. A new national demonstration program (page74, line 8) is also proposed.

Career Guidance and Vocational Counseling

The need for expanded federal leadership in the area of career guidance and vocational counseling has never been more critical. Again, quoting from the W.T. Grant Commission's Final Report:

> Despite the very real benefits of non-collegiate post high-school education and training, such opportunities are considered 'second-best' by many policymakers and by the education establishment. High school guidance counselors, for example, spend much of their time on pre-college counseling, rather than on pre-employment options. Indeed, one recent study shows that the income and education levels of the students' community, rather than the students' abilities and interests, determines the kind of counseling offered to young people.

The Bishop study on at-risk youth also pointed to "poor career guidance" as a reason many young people left jobs they were placed in after high school graduation.

As found in section 331 of H.R. 1128, vocational educators would increase the authroization level for Title III-Part D career guidance and vocational counseling programs from its currently insufficient amount of $1 million (which has never been appropriated) to a more realistic amount of $30 million. H.R. 1128 would further require state- level leadership and supervision for career guidance, vocational counseling, and placement programs (page 25, line 6) and require that 20 percent of the funds be used to "establish, implement, or demonstrate student/client outcome standards" (page 41, line 24).

Education Partnerships with Business, Industry, and Labor

H.R. 1128 would place substantial emphasis on business-industry-labor partnerships. To help with regulatory problems already described, as found in section 101 of H.R. 1128 (page 10, line 13), the Assistant Secretary of OVAE would be required to solicit input from regional business, industry, and labor leaders. As found in section 341 of H.R. 1128 (page 42, line 18), AVA would require business and industry to be actively involved in planning and operating programs funded under this part. Also a new activity would be authorized to encourage collaborations between small business and vocational education to develop high technology skills relevant to their specific needs.

Professional Development

Perhaps no area is as crucial to improving the future performance of vocational education as the development of those who deliver the service. As the nation's teaching force ages over the next decade, problems of teacher shortages are likely to intensify. Moreover, issues of teacher quality and minority instructor recruitment continue to be prominent. According to a special report in Business Week of last September, "between retirment and normal attrition, America could need to replace up to 1 million teachers -- half the current force -- before the end of the century." If that is true for vocational education, at least 125,000 teachers must be recruited in the next decade. We also need teachers to train teachers.

But, the problem runs deeper. As the Bishop research reported, "occupational skills become obsolescent more rapidly than basic skills, and this means that vocational teachers must give high priority to keeping their curriculum and their own skills up-to-date."

As found in section 406 of H.R. 1128, AVA proposed a new Vocational Education Personnel Development Assistance (VEPDA) program. VEPDA would provide opportunities for experienced educators to spend time in advanced study; for current educators to upgrade their skills; and for gifted and talented vocational education students to be recognized through federal and state internships.

Teacher education is especially important as we search for methods to best reach at-risk students. Recent research titled "Outcomes of Vocational Education for Women, Minorities, the Handicapped and the Poor" found that teachers reported very little formal preparation or in-service training in ways to be responsive to the needs of at-risk students. As found in section 406 of H.R. 1128, AVA would suggest new authority for "leadership development research institutes" to authority for "leadership development research institutes" to enhance teacher education consistent with purposes of the Perkins Act. In addition, H.R. 1128 would, in section 406 and elsewhere throughout the Act, encourage and support new efforts to recruit minority instructors and those with special skills or experience working with special populations.

Other Considerations

Mr. Chairman, there are a number of other items found in H.R. 1128 which deserve the Committee's attention but which time does not allow me to describe in more detail at this time. Details are included in the position paper submitted with our statement.

H.R. 1128 would emphasize the importance of vocational student organizations throughout the Act. It would also provide student members of vocational student organizations representation on state and federal advisory groups.

H.R. 1128 would provide strong, new targeted support for individuals with limited English proficiency. With a work force that will increasingly consist of linguistic minorities, the need for a program with funds targeted based on need is obvious. While maintaining the existing bilingual discretionary program, AVA suggests a new, $40 million authorization for targeted assistance based on the proportion of linguistic minorities in each state. Among other things, this program would provide: 1) vocational education, training, and worksite programs which integrate English language instruction into the curriculum; 2) vocational skill training for finding and keeping a job, designed specifically for persons with limited English proficiency; and, 3) special services which address the barriers imposed by cultural and language differences.

Accountability and the Need for National Data

In closing, Accountability has been a consistent theme during discussions on reauthorization. Vocational educators believe this is due more to the lack of data at the national level necessary to document accountability rather than a lack of accountability in program performance. Statements made before this Committee by the General Accounting Office (GAO) are, alone, sufficient to document the problem.

> Complete and reliable data on vocational education enrollment and spending, which might have aided GAO in reaching more definitive conclusions concerning the implementation of the Perkins Act on a nationwide basis, were unavailable at either the national or state levels.

A new revitalized national data system is needed. H.R. 1128, in section 421, calls for the re-establishment of a national data system. Given the challenges vocational educators face, we are proud of our performance. But we need national data, reaching across state lines to document our success. Past systems have failed. The system we propose is different in that includes requirements to assure broad representation in the design of the system to guarantee its future relevance to state and local planning needs. While our proposal needs refinement, perhaps it offers the Committee a starting point to create a workable alternative to the current absence of reliable national data.

Summary

In summary, I understand that a substitute bill H.R. 7 has been introduced. I would like you to consider supporting the use of H.R. 1128 which AVA strongly supports. I believe because of the extensive input we received from the field, it will be far less controversial and hopefully could be passed by next spring. We appreciate the Committees efforts and support and would like any opportunity to work with the Committee to arrive at any solutions that are workable and profitable for the students of this country.

Conclusion

Mr. Chairman, that concludes my remarks. Vocational educators and AVA appreciate this opportunity to testify. We would appreciate the inclusion of our position statement in the record and would be delighted to answer any questions.

Mr. FORD. Mr. Otwell.

STATEMENT OF DAVID OTWELL, MICHIGAN MIDDLE CITIES EDUCATION ASSOCIATION

Mr. OTWELL. Thank you, Congressman Ford and Congressman Hayes. I appreciate you having the time to come and be with us, members of the committee.

My name is Dave Otwell. I'm the Principal of the Regional Career Technical Center which is honored to be just 15 miles to the west of the best vocational center in the State of Michigan or America, excuse me.

I am here to speak today as——

Mr. FORD. That was probably impolitic of me considering that we're going to be redistricted again in 1990. This might not even be in my congressional district.

[Laughter]

Mr. OTWELL. While it is——

Mr. FORD. Don't give up, you may become the greatest one in America.

Mr. OTWELL. I am the President this year of MAASA which is the Michigan Area Administrators Secondary—I've got to start again. Michigan Association of Area School Administrators. I am also serving my second year as the Chairman of the Middle Cities Education Association, Vocational Task Force.

I will speak on behalf today of Middle Cities Education Association and from my experience of 17 years in education.

I've had an opportunity to speak many times in the field, and this may be the most important presentation I have ever made.

Middle Cities Education represents 28 school districts, mostly urban in nature in the State of Michigan. And because of that we serve a very high population or large population of special need students. Of these total student population in the State of Michigan, Middle Cities serves 20 percent of those students.

Speaking for the Regional Career Technical Center we serve 600 students, serving Lincoln, Willow Run, Whitemore Lake, and Ypsilanti. It has been in operation for 17 years. Has 13 technical programs. Last year we estimated that the total population of eligible students in our center has gone to 40 percent who meet the special needs guidelines. That does not necessarily mean we funded and supported all of those students.

Bending the guidelines just a little bit I think you would find the population of RCTC to be closer to 80 percent at dire risk.

In our district vocational education is probably as in most district looked as an adjunct program, not part of the career curriculum for academics. And the funding for Carl Perkins money is critical to the support of the continuing—for us to continue to support vocational education in the local districts.

The districts that are enamored by fiscal problems that are existent in the State of Michigan and across the country consider the 10 to 15 percent of the total budget that I run at RCTC to be very crucial to continue to support those kinds of programs. This is true with all Middle Cities Districts, also.

The written testimony that I have given you that is in front of you I encourage you to read. It comes from both written statements and many hours of meetings with people who represent Middle Cities vocational education and the input that we gave was very thought out.

Most of the writing and the conversation that I will give you today is about the flexibility needed, about the match requirement, about the distribution formula, and about the cooperative, voluntary cooperative efforts at the local district levels.

Focused on the flow of money to students at-risk in urban area schools, particularly, needs to be targeted so that it gets to the population as it comes in the door. Often times in regulations and rules you estimate what you're going to get and hope that you have staffed correctly for the upcoming year. Any formula, state aggregate match or any funding policies that will allow that money to flow directly to those students based on what we already know exists in the population of the school districts we serve is a fair amount of importance to us.

I cannot put numbers on a formula for you and I don't think it's my role to do that except to encourage you to explore funding formulas and state aggregate matches and language in the legislation that will allow what I think is of a very most importance to happen.

We must be able to maintain the integrity of our programs at the local level and the secondary students that drop out and high risk students on the secondary education. They have added one more label to their image and their self-esteem that makes it even more difficult for them to be successful in life.

In most vocational education programs in the State of Michigan what you find happening is the application of previously learned academic skills, the learning of technical skills for job preparedness. But most of all out of both of those comes a rise in self-esteem of students. And the effective area they became to feel better about themselves and have become more productive workers and citizens in the 21st Century.

That's why Middle Cities Association supports the concept in the language of H.R. 22 in tech-prep, because for students to get a handle on where they are and who they are to be competent in what they are able to do often gives them the success to continue on. Most of our students have absolutely no idea in their mind that they could go on to college.

The legislation shows tech-prep coming to light and offering them that advantage will make it happen for me probably before they realize that they can do it.

In the back of the testimony, the last two pages, are personal testimonies from paraprofessional people who have been at RCTC for 15 years. They are validated by the counselor who used to be in the alternative ed program and who has witnessed these students. I encourage you to read these stories about Rhonda, B.J., and Sue. They are all touched like thousands of other students in RCTC and across the State of Michigan by the Carl Perkins legislation. They are not as special as you may think.

A large percentage of our students are at-risk. They come from families that are not of the same structure that we may have been used to. They are academically disadvantaged. They are scared about what they can do. They have low self-esteem because they haven't had success in an educational setting.

I think vocational technical education programs across this state and country will provide real life meaning to education. They show students the purpose for learning.

As my student advisory committee told us recently this year, becoming a member of RCTC is almost like becoming part of a family. We begin to get friends. We find as close to a one-on-one situation as you can possibly find. They don't see it as being members of Lincoln, Willow Run, and Ypsilanti High Schools, but they see it more of being members of the RCTC.

I would encourage the committee to remember one thing and as the debate on the Hill goes on, the statistics about vocational education, the numbers that we deal with every day are created by human beings, and those human beings are students. And I think the vocational-technical education is imminently successful of the high risk students.

In summary I would like to remind you that we need the flexibility at the local level. The ability to serve students as they walk in the door. To support them while they are with us. And help them to leave as successful people. In mastering of technical skills and the applying of basic skills, they learn effective skills, they get self-esteem and gain confidence.

The Middle Cities Education Association Districts cannot afford to lose funding or more regulations. Thank you.

[The prepared statement of David Otwell follows:]

TESTIMONY FROM MIDDLE CITIES
ON THE
REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT OF 1984

CONGRESSMAN FORD - MEMBERS OF THE COMMITTEE:

My name is David Otwell. I have been an administrator at the Regional Career Technical Center (RCTC) for 12 years, the past five of which I have served as Principal. RCTC provides vocational-technical education to students from Lincoln, Whitmore Lake, Willow Run and Ypsilanti School Districts. I am President of the Michigan Association of Area School Administrators (MAASA) and chairman of the Vocational Education Task Force for Middle Cities Education Association (MCEA). I am here to speak on behalf of the Middle Cities school districts.

There are 28 Middle Cities districts serving 300,000 (20%) of the students in Michigan . The impact of the Carl D. Perkins Act on our districts is important because, being largely urban oriented, we serve significant numbers of the special populations funded by the Perkins Act.

I would like to address four areas of major concern to our districts:

#1 FLEXIBILITY - Flexibility in the distribution and spending of funds under the set aside and local matching provisions would make more efficient and effective use of the available funds. We support greater state flexibility within the 57% allocation for special populations. Individual states should be given freedom to determine appropriate yearly special population funding based on an analysis of the needs. Flexibility to meet local needs is critical.

#2 MATCH REQUIREMENT - We propose that states have complete discretion to develop their own matching formula based on a total of state and local monies so that funding can better meet state and local needs. A state aggregate match, rather than a district by district funding match, would allow funding to flow more readily to the districts where the need is greatest i.e., districts unable to meet the match tend to be those financially distressed districts where the need is greatest.

#3 DISTRIBUTION FORMULA - We believe that funding should be channeled to areas where the identified special populations are the largest. A weighted formula for distribution of funds may be an effective way for this to be accomplished. A formula based on specific numbers of students within special categories could drive the money directly to the districts where the need is greatest. This should not imply that the State Departments' role in monitoring and providing direction would diminish.

#4. VOLUNTARY COOPERATIVE EFFORTS - We support communication and coordination between all agencies and programs in the planning and delivery of vocational-technical services. While current practice in Michigan indicates a need to improve interagency coordination at the local level, cooperation should be encouraged rather than mandated. H.R. 22, Congressman Ford's "Tech Prep" legislation, recognizes the need for coordination between secondary and postsecondary vocational-technical curricula, and would effectively encourage cooperation.

In summary, Middle Cities Education Association considers the Carl D. Perkins Act reauthorization essential. The flexibility, match requirement, distribution formula, and voluntary cooperative efforts are all focused on serving Special Needs students. As we look toward the 21st century, vocational-technical educators expect the funding from the Carl D. Perkins reauthorization to provide at-risk students with the necessary skills and abilities to succeed in today's technological society, not to solve their social problems.

The following are actual case studies written by RCTC paraprofessionals regarding students in their program. Had the students not been exposed to the influence of vocational-technical education, it's hard to predict how their lives might have turned out:

Child Care - Rhonda (assumed name)

Having very little success socially or academically, Rhonda left the traditional setting at her home high school and spent two years at the alternative education program in the district.

When the program was discontinued, Rhonda had but one option left. She chose to come to RCTC where she became part of the Special Needs program. She was identified as a "disadvantaged" student.

When Rhonda first came to class, she was hostile, aggressive, and argumentative. She had no friends, and stayed very much to herself. I offered to help her, and eventually she shared much of her life with me. She had a room in the basement of her house, which always had water in it. She claimed that her mother often accused her of flirting with her father. She felt that her mother did not love or trust her. Her older brother was in jail for rape and her older sister was in a mental hospital. We tried working on problems on a day-to-day basis. Through the help of counseling, she eventually had an opportunity for a job interview. However, before she went, I suggested that we exchange clothes, since she was not appropriately dressed. She got the job and was thrilled. However, she lost her temper one day and walked off the job. I then encouraged her to join the army, but she did not pass the written test. She was encouraged to lose weight, and to consider the reserves. She worked very hard to be accepted and finally was. She has been promoted to the rank of Platoon Sergeant and is the first female in her company to obtain that honor. She married while in the reserves and has a baby now. Presently, she is in her third year of college, maintains employment and keeps in touch.

She has told me many times that she never would have made it without me -- I don't know if that is true, but stories like this are the norm in our class and that is why I have worked as a paraprofessional for 14 years.

Sue Winkle - Paraprofessional

Health Occupations - B.J. (assumed name)

B.J. was a student in the Health Occupations program for 2 years. Having come from a single parent home with a low income, she was shy and lacked confidence. She exhibited little interest in school, attended irregularly, lacked initiative, and received very low grades.

Through exposure to the hospital experience and with constant encouragement, B.J. developed a higher level of self-esteem, began to mature, and grew eager to learn.

During her second year in the program she began working at a nursing home. Her career goal was to become a nurse. Then she became pregnant, had a baby and found herself to be alone and on her own. Receiving no help from home, she struggled to support herself and the child by continuing to work at the nursing home. Eventually she was able to work the midnight shift which allowed her to take a class at Washtenaw Community College during the day. In 1988, she received her LPN degree and is currently employed at VA Medical Center as a nurse.

Health Occupations - Sue (assumed name)

Sue could be described as quiet, nervous, introverted and passive while in class. A high-strung individual, she would fall apart under stress and had a record of social adjustment problems. She received mediocre grades and sports served as her only chance to exhibit confidence.

Sue blossomed as a student during the second semester. As her strong points, i.e., dependability and conscientiousness, were nurtured, she gained confidence in herself and became aware of the types of hospital placements that were available to her. She worked in a doctor's office after school and gained valuable work experience and skills

A few years later she married, had children and decided to change jobs. She sought employment at the V.A. Medical Center and is still working there today. She is a supervisor in the blood lab. She oversees several staff and serves as a training-leader for student trainees. She has had no further education beyond the opportunities provided in the Health Occupations class.

Donna Wise - Paraprofessional

Mr. FORD. Mr. Ford.

STATEMENT OF LAWRENCE FORD, EXECUTIVE DIRECTOR, GREATER FLINT CHAMBER OF COMMERCE, AND MEMBER OF GENESEE ISD BOARD.

Mr. LARRY FORD. Mr. Chairman and Mr. Hayes and members of the panel, I am very pleased to have this opportunity to testify before this committee concerning the proposed reauthorization of the Carl D. Perkins Vocational Education Act.

I am Larry Ford, President of the Greater Flint Area Chamber of Commerce. In this capacity I represent over 1400 business persons and employers in our community. I am also President of the Genesee Intermediate School District Board of Education. GISD is a regional service delivering agency that serves 21 school districts and 85,4667 K-12 students.

In addition, I chair our SDA's Private Industry Council. We distribute nearly $11 million to service delivery agencies in Genesee and Shiawassee counties.

I am also a parent and a grandparent. And as a lifelong resident of the Greater Flint area I can say with pride that I love our community and I am concerned with its future.

We have demonstrated our leadership and believe in vocational-technical education by being the first community in our state to levy a charter millage and build an area skill center.

Mr. Chairman, we may not be the best, but we were the first. [Laughter]

Mr. LARRY FORD. It has served nearly 2,000 students annually since 1969. Our 21 local school districts have also supported vocational-technical education by providing nearly 3,000 additional students with training opportunities. Currently, 39 percent of all our eleventh and twelfth grade students annually receive some state and Federal supported vocational-technical education.

But, just as the times have changed for Flint, Michigan, so must vocational-technical education change. For years we have sold vocational-technical education as, "get a job." "Get a job education." We now realize that its values goes far beyond a job. It is a learning style and teaching technique that serves as a means to turn kids on to learning and achieving in many academic areas.

We need a broader definition of vocational-technical education that includes technology education for grades seven through ten, and a two plus two tech-prep program that can articulate training through high school and postsecondary education.

Historically, Federal funding and direction has served as a catalyst for us to leverage state and local dollars. Our most recent legislation, the Carl Perkins Act, has been successful in providing the necessary leadership to accomplish a great deal in our community.

In a time of crisis "quick start" vocational funding helped us turn Buick City into one of the highest quality production facilities in the General Motors complex by providing dollars for employment assessment and training.

Grants in guidance and placement helped us form a unique partnership with education in the Flint Area Chamber of Commerce; it is called the Business Education Coordinating Council.

Last year it arranged 1100 day-on-the-job experiences for our students in member businesses. It provided 60 share-a-work-day experiences for teachers and exposed over 9,000 students to business persons through career guidance institutes and career days in high schools.

These are two examples of Federal dollars that have turned into long-term results for our community.

We are concerned about the pressure from special interest groups for increasing set-asides as our new legislation is being written. We cannot afford to increase the current 57 percent now prescribed in the Perkins act.

We must maintain at least the current 43 percent of the funding for program improvement. Local business and industry must continue to reinvest and improve to survive as so must vocational-technical education. Program improvement should continue to be the highest priority with our limited dollars.

We must also allow our school districts as much flexibility as possible in providing the required match for equipment and program improvement as possible.

The pressure to serve special populations is ever increasing. Currently, matched requirements have limited participation in special needs projects to only four of our 21 districts. The local districts simply don't have the hard dollars to meet the match requirements. Either full funding should be considered or greater flexibility on required match should be allowed so that more districts can be involved and more students served.

Economic development is essential in our community and our state. We should be placing greater emphasis on retraining and employment development in our new legislation. Our new legislation should encourage linkages with other agencies involved in training, specifically the JTPA system.

We can no longer afford the turf battles of agencies for dollars or responsibilities. With a projected four to seven career changes for our workers in the future, the responsibility of education will be a lifetime commitment for business and industry as well as education.

At a time when we face a new definition of the word "family" we must also continue to support our consumer homemaking education programs at the ongoing level. For many of our students consumer homemaking education programs, in our schools, is the only survival skills training they will receive.

Our state agency, VTES, has done a good job in its distribution of allocated funds and grants under the current legislation. I recommend that the flexibility offered to the states be continued.

I would remind the committee that this is a state where educational programs are decided and funded primarily at the local level.

For a national focus to succeed and deliver the education and training to people, it must respect the autonomy of the local delivery system. Local school districts, business and industry understand their needs better than anyone else.

In closing, I encourage you to:

(1) Write legislation that will encourage greater financial support for all vocational-technical education;

(2) keep program improvement funding at its highest priority;

(3) encourage greater business and industry involvement in economic development;

(4) encourage linkages with JTPA and other training programs;

(5) ensure consumer homemaking education skills continue to be taught;

(6) allow state agencies the flexibility to distribute funds as in the current legislation; and finally,

(7) allow local districts as much flexibility for necessary matches as possible.

I would ask that you know this, the Greater Flint Area, Genesee County, will continue its tradition in providing the best vocational-technical education as possible for all of our students.

Thank you very much for this opportunity to speak.

[The statement of Larry Ford follows:]

Public Hearing on Reauthorization of Vocational Education Legislation

Friday, April 14, 1989, 9:00 a.m.

William D. Ford Vocational-Technical Center

36455 Marquette

Westland, Michigan

Submitted by: Lawrence P. Ford, President
Flint Area Chamber of Commerce

Mr. Chairman, I am pleased to have the opportunity to testify before this committee concerning the proposal reauthorization of the Carl D. Perkins Vocational Education Act.

I am Larry Ford, president of the Greater Flint Area Chamber of Commerce. In this capacity, I represent over 1,400 business persons and employers in our community. I am also president of the Genesee Intermediate School District (GISD) Board of Education. GISD is a regional service delivery agency that serves 21 school districts and 85,466 K-12 students. In addition, I chair our S.D.A.'s (Service Delivery Agency's) Private Industry Council. We distribute nearly 11 million dollars to service delivery agencies in Genesee and Shiawassee counties.

I am also a parent and a grandparent. As a lifelong resident of the Greater Flint Area, I say with pride that I love our community and am concerned for its future.

We have demonstrated our leadership and belief in vocational/technical education by being the first community in our State to levy a charter millage and build an area skill center. It has served nearly 2,000 students annually since 1969. Our 21 local districts have also supported vocational/technical education by providing nearly 3,000 additional students with training opportunities. Currently, 39% of all our eleventh and twelfth grade students annually receive some state or federal supported vocational/technical education.

But, just as the times have changed for Flint, Michigan, so must vocational/technical education change. For years we have sold vocational/technical education as "get a job" education. We now realize that its value goes far beyond "a job." It is a learning style and teaching technique that serves as a means to "turn kids on" to learning and achieving in many academic areas. We need a broader definition of vocational/technical education that includes technology education for grades 7-10 and a "2+2 tech prep" program that can articulate training through high school and post secondary education.

Historically, federal funding and direction has served as a catalyst for us to leverage state and local dollars. Our most recent legislation, the Carl Perkins Act, has been successful in providing the necessary leadership to accomplish a great deal in our community. In a time of crisis, "Quick Start" vocational funding helped us turn Buick City into one of the highest quality production facilities in the G.M. complex by providing dollars for employee assessment and training.

Grants in guidance and placement helped us form a unique partnership with education and the Flint Chamber of Commerce called the Business and Education Coordinating Council. Last year it arranged 1,100 day-on-the-job experiences for students in member businesses, provided 60 share-a-work-day experiences for teachers, and exposed over 9,000 students to business persons through career guidance institutes and career days in high schools.

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We must maintain at least the current 43% of the funding for program improvement. Local business and industry must continue to reinvest and improve to survive and so must vocational/technical education. Program improvement should continue to be the highest priority for our limited dollars. We must also allow our local districts as much flexibility in providing the required match for equipment and program improvement as possible.

The pressure to serve "special populations" is ever increasing. Currently, match requirements have limited participation in "special needs projects" to only 4 of our 21 districts. Local districts simply don't have hard dollars to meet match requirements. Either full funding should be considered or greater flexibility on required matches should be allowed so that more districts can be involved and more students served.

Economic development is essential for our community and our State. We should be placing greater emphasis on retraining and employment development in our new legislation. Our new legislation should encourage linkages with other agencies involved in training, specifically the JTPA system. We can no longer afford the "turf" battles of agencies for dollars or responsibility. With a projected four to seven career changes for our workers of the future, the responsibility of education will be a lifetime commitment for business and industry as well as education.

At a time when we face a new definition of the word "family," we must also continue to support our Consumer Homemaking Education programs at the ongoing level. For many of our students, Consumer Homemaking Education programs in our schools is the only survival skills training they will receive.

Our State Agency (VTES) has done a good job in its distribution of allocated funds and grants under the current legislation. I recommend that the flexibility offered to the states be continued.

I would remind this committee that this is a state where educational programs are decided and funded primarily at the local level.

For a national focus to succeed and deliver the education and training to the people, it must respect the autonomy of the local delivery system. Local school districts and business and industry understand their needs better than anyone.

In closing, I encourage you to:

1) Write legislation that will encourage greater financial support for all vocational/technical education;
2) keep program improvement funding as its highest priority;
3) encourage greater business and industry involvement in economic development;
4) encourage linkages with JTPA and other training programs;
5) insure Consumer Homemaking Education skills continue to be taught;
6) allow state agencies the flexibility to distribute funds as in the current legislation;

and finally,

7) allow local school districts as much flexibility for necessary matches as possible.

Know that the Greater Flint Area will continue its tradition of providing the best vocational/technical education possible for our students.

Thank you for the opportunity to speak with you this morning.

Mr. FORD. Dr. Hagerty.

STATEMENT OF ROBERT HAGERTY, SUPERINTENDENT OF IONIA PUBLIC SCHOOLS

Dr. HAGERTY. Thank you, Congressman Hayes and Congressman Ford, for the opportunity to testify on behalf of the reauthorization of the Carl D. Perkins Act.

I am Robert Hagerty, Superintendent of Ionia Public Schools.

My testimony is a brief case history of a community in economic and social crisis and how the Carl D. Perkins Act materially assisted the community in achieving a new lease on its economic and social future.

Ionia is a blue collar community midway between Lansing and Grand Rapids. Ionia was brought to its knees in 1982 losing approximately 600 jobs by the closing of the Ionia Chrysler trim plant leaving an 18 percent unemployment rate with its work force.

In February of 1985 Ionia was staring the loss of another 400 jobs in the face. American Bumper and Manufacturer, the nation's major outsource manufacturer of automobile bumpers had decided to move its total manufacturing operation to Angola, Indiana.

The owner of the bumper plant asserted that Ionia's educational system in general had deplorable facilities; that there were no community college campuses within close proximity and that the absence of technical training facilities made the retraining and upgrade training of employees very costly.

With the assistance of former State Superintendent of Schools, Phil Runkel, his staff, including technical assistance and support from State Department of Vocational Education Administrators, namely, Dr. Lola Jackson and Mr. Bill Weisgerber, and in higher education, Mr. Ron Root, the Department of Education in Michigan assisted the Ionia Public Schools in passing a $17 million bond issue for new and improved school facilities including a new high school.

With the encouragement and support of Dr. Jackson and her staff in vocational education the Ionia Public Schools began discussions with the State Department of Education in August of 1986 regarding the development of a technical institute which would be incorporated into the new high school facility.

The school district also began discussion with its state legislators and Mr. Ron Root of the Division of Higher Education regarding a direct legislative appropriation to construct a community college branch, also as part of the high school and technical center.

The Division of Vocational Education within the Michigan Department of Education approved construction and equipping a technical center for the 21st Century with 12 technical areas and a service area of 4,000 students now known as Heartland's Institute of Technology because of its location in Michigan's heartland. It is scheduled to open along with the community college in August of 1989.

One half of the construction and equipment funds for the Heartland's Institute of Technology have come directly from the Carl D. Perkins Act funds. Heartland's Institute of Technology will serve the high school population of the entire county.

The community college will piggyback on the high school technical program and offer advanced technical training in the first two years after graduation. We do therefore support the funding for tech-prep programs.

The Perkins Act dollars have gone to provide technical programs in plastics technology, robotics, computer-aided drafting, diesel technology, office technology, child care and guidance, dental assisting, machine tool, computer accounting, auto technology, and health careers.

The Carl D. Perkins Act made this facility possible. As a result of the construction and equipment dollars from the Perkins Act a renewed hope has been breathed into the community of Ionia.

American Bumper and Manufacturing, as a result, has decided to stay in Ionia and has undergone two expansions since 1986, the last of which is for $1.4 million.

The Brown Corporation, Tracy Products, and American Anodco have plowed nearly $3 million into additional expansion.

Ionia is undergoing unprecedented economic growth. A consortium of business and governmental leaders known as Ionia Progress 90 agree that the technical institute has been the catalyst for economic growth in new jobs in this region of our state.

I urge the Congress to use Ionia as an example of what the Carl D. Perkins Act dollars can do to promote community revitalization, economic development, educational improvement, and jobs.

Ionia could and probably should become a model for the United States Government to demonstrate how the Perkins Act can provide long-term economic transfusion to a community. If it can happen in Ionia it can happen in other communities as well.

That concludes my remarks this morning. I thank you for the opportunity to testify on behalf of reauthorization of the Carl D. Perkins Act.

[The prepared statement of Robert Hagerty follows:]

Testimony
by
Dr. Robert Hagerty, Superintendent,
Ionia Public Schools, Ionia, Michigan,
in support of reauthorization of the
Carl D. Perkins Vocational Education Act

William D. Ford Vocational/Technical Center
Westland, Michigan

In February 1985, Ionia was staring the loss of 400 jobs in the face. American Bumper and Manufacturing, the nation's major outsource manufacturer of automobile bumpers, had decided to move its total manufacturing operation to Angola, Indiana.

The owner of the bumper plant asserted that Ionia's educational system, in general, had deplorable facilities; that there were no community college campuses within 40-50 miles; and that the absence of technical training facilities made the retraining and upgrade training of employees very costly.

With the assistance of then State Superintendent of Schools, Phil Runkel, his staff, including technical assistance personnel in vocational education, namely Dr. Lola Jackson, and Mr. Bill Weisgerber, and in higher education, Mr. Ron Root, the Department of Education assisted the Ionia Public Schools in passing a 17 million dollar bond issue for new and improved school facilities, including a new high school.

With the encouragement and support of Dr. Jackson and her staff in vocational education, the Ionia Public Schools began discussions with the State Department of Education in August of 1986, regarding the development of a technical institute which would be incorporated into the new high school facility. The school district also began discussion with its state legislators regarding a direct legislative appropriation to construct a community college branch, also, as part of the high school and technical center.

The division of vocational education within the Michigan Department of Education approved construction and equipping a technical center for the 21st century. Now known as Heartlands' Institute of Technology, because of its location in Michigan's heartlands, it is scheduled to open along with the community college in August of 1989. One-half of the construction and equipment funds for the Heartland's Institute of Technology have come directly from Carl Perkins Act funds. Heartland's Institute of Technology will serve the high school population of the entire county.

The community college will piggyback on the high school technical program and offer advanced technical training in the first two years of post-high school training. Perkins Act dollars have gone to provide technical programs in the following areas: plastics technology, robotics, computer-aided drafting, diesel technology, office technology, child care and guidance, dental assisting, machine tool, computer accounting, auto technology, and health careers.

The Carl Perkins Act made this facility possible. As a result of the construction and equipment dollars from the Perkins Act, a renewed hope has been breathed into the community of Ionia.

American Bumper and Manufacturing decided to stay in Ionia, and has undergone two expansions, the last of which is for 1.4 million. The Brown Corporation, Tracy Products, and American Anodco, have also expanded their facilities and GenCorp is at full employment. Ionia is undergoing an unprecedented economic growth.

A consortium of business and governmental leaders, known as Ionia Progress "90", agree that the technical institute has been a catalyst.

I urge the Congress to use Ionia as an example of what the Carl Perkins Act dollars can do to promote community revitalization, economic development, and jobs.

Ionia could, and probably should, become a model for the United States government to demonstrate how the Perkins Act can provide a long-term economic transfusion to a community.

If it can happen in Ionia, it can happen in other communities, as well.

RH/ds

Mr. **Ford**. Thank you. And thank you to all of the panel members for making your statements so concise and direct.

Ed, I hope I haven't got you in trouble with your colleagues by trying to brag about you.

Mr. **Ferguson**. No. They'll get me later, though.

Mr. **Ford**. We sincerely thank you for the efforts you've made to make it possible for us to use this location for the hearing. We were looking around for an appropriate place to have it and it looks like the staff found it with your help.

Dr. Soule, while you were talking about the set-asides—first of all, how many of the panel have had a chance to see what the subcommittee did this week with the bill?

Let me give you some basics.

First, we eliminated matching for the basic money and it's driven by formula. We eliminated the specific set- asides except—counsel corrects me—for women's equity. They had enough clout to stay there, but they get their money out of the state share.

And we have a formula that drives the money to the local school districts. Now this sounded as Yogi Berra would say, if he didn't, he certainly had been accused of it often enough, deja vu all over again.

In 1965 when we passed the Elementary and Secondary Education Act we developed a formula to distribute money to the school districts. And educators all over this country and nowhere worse than here in southeastern Michigan immediately assumed that we were telling them that they should educate kids from families of $2,000—that's the number we were using then—or less.

And the first time I appeared at a group of local administrators at Eastern Michigan University they were like a pack of hollering Indians of who could be stupid enough to tell us we've got to find the $2,000 kids.

Never at any time has that formula said you have to find $2,000 kids. It says that my kid is every bit as eligible if he's in a school that gets identified as a Title I, now a Chapter 1 school, that income of that family is irrelevant.

This new formula intends to do the same thing. But I picked up from what you said, the danger, since you preface this by saying in your statement that you hope that when people who are advocating doing away with the set-asides did so, they would then not restrict you to educating only the economically disadvantaged. And then you went on to emphasize that and said, I hope you will let us educate the educationally disadvantaged.

Now there are niceties that are important in making those distinctions. But what's even more important is to recognize the difference between one of those categories being used to drive money in a formula and one being used as a direction for who to educate. There is no direction for who to educate after the money gets into a school building. That's up to the people in that school building.

There will be a formula that will give the money to that school building, that is 70 percent based on Chapter 1 eligible children. 20 percent based on the children eligible for education of the handicapped funds. And 10 percent school enrollment. Three factors go into the division.

Who makes that division?

When the money comes in to the state, the State Department will still withhold 20 percent except that the women get their 10 percent out of the State's 20 percent. So in effect the state will get half as much held back at the state level as they currently do.

Then the state will determine the allocation of funds between secondary and postsecondary education. They will decide how much goes to each instead of having set-asides.

As a matter of fact, we found that in that particular instance Michigan was—I think the set-aside was 22 percent, and Michigan was giving higher education over 40 percent. And that was common in the industrial midwest. So the result we found was that the set-aside had little meaning.

We also found that when you had states that were using educationally disadvantaged children for distribution of vocational education funds, the GAO found a very interesting thing. In California most of the money goes to the wealthiest school districts. In New Jersey mostly the money goes to the poorest school districts. Now they are both operating under the same law. But you could maneuver that law within the state depending on the philosophical bias of whoever was controlling the distribution to produce those two diametrically opposed results. And in between they had all kinds of variations on it.

And after the committee saw what GAO found when it went out across the country they discovered a couple of things. They discovered that we were kidding groups of people who believed that because it was a set-aside for a category into which they thought they fell that the money was actually going to be spent on them in that category. It wasn't happening.

The other thing we found out was that it was possible to spread the money so thinly by making yourself popular. If you make sure you leave no school district out, there was not enough to do anything in most of the school districts.

On the other hand we saw examples of states that were a little bit more sophisticated from our perspective who were in fact giving the money to the places where it was needed most.

Now, the state distributes the secondary money using this formula; not the postsecondary. Only the secondary money will be distributed through the state into the school districts in this fashion.

The State Superintendent said that he would like to have the state more directly involved. What this represents is that the initiative to involve the state, at least, in determining who gets how much money is less than it has been in the past. That's not a reflection on the State of Michigan; it's a reflection on the pattern that is presented to us by the GAO who have looked at it across the country.

It doesn't necessarily indicate a great deal of unhappiness universally felt across the country, but strongly felt in some parts of the country.

Now, in determining the universe of the postsecondary people there is also a formula. And it says that 70 percent of that formula will be driven by the number of Pell Grant eligible students at that institution.

I'll tell you right off the top of my head, Wayne County Community College is the kind of school that that part of the formula drives in.

Voc-rehab clients, 20 percent of the formula is driven by how many of those you have at the college or postsecondary institutions.

And then finally, just enrollment.

So Michigan's huge enrollment doesn't do very much for them because it only accounts for 10 percent of the formula and they probably aren't very much interested in these funds to begin with.

But the community colleges and the schools that are more closely tied to the continuum for the nonprofessionally aimed young people are probably the places that are going to get the money. At least that's what the figures would indicate.

Now we have the Library of Congress running numbers for us to show how this works across the country and it may cause trouble because then we get into this game where I look at it and say, wait a minute, that gives too much to Henry's district and not enough for me.

We have a gentleman's agreement there, we aren't going to play that game on the committee. But those gentlemen's agreements are sometimes very difficult to live with.

Now with that in mind I would like to have your reaction to where we are with an agreement with—I believe all the Republicans and all the Democrats on the committee at this point, which gives you an indication you've got a chance to get something done. Now pick that apart a little bit on the panel, if you would, what I just described to you.

Mr. Ferguson. You know, we operate with a number of adults in our vocational center. In fact, soon we are liable to have more adults in this vocational center than we do secondary students. We're not eligible for Pell Grants. We're not eligible to be counted as a postsecondary institution.

How do we serve the handicapped people, the Michigan rehabilitation service people, the disadvantaged people, and it's the majority of our population. These are people that probably won't go to a community college. UAW workers who have had a second or third grade education come back to [illegible], hopefully get some confidence and go on to a postsecondary institution; that would be great. But we don't find that that's the case. How do we serve that population?

Mr. Ford. Let me take it back, Ed.

The state will decide whether 50 percent, 75 percent, 90 percent is spent in secondary schools like this one. Or it will decide that 60 percent, which is about where they are now, will be spent in secondary schools. That's a state-by-state decision made by the state, not by us.

Now if the state decides to put most of the money in secondary schools that probably will produce more money here. When they distribute it to this school district, it will then be driven by Chapter 1 which works out very well, incidentally, for Wayne-Westland. It's one of the biggest Chapter 1 accounts in western Wayne County.

And the handicapped account makes up to the 20 percent. Now you're at 90 percent. Only 10 percent attributable to K-12 enrollment.

Now once it is here the 57 percent of that money that was tied up categorically is no longer tied up categorically. You can spend it all on handicapped if you want to. Or you can spend none on handicapped if you want to. Now that's risky. Because you're going to bump into other problems.

But I'm being extreme in order to tell you that there are no constraints on how you allocate the resources.

One of the complaints that we heard from the very beginning of the hearing was we find ourselves without enough money to serve the number of handicapped children we have. We can't take it from the others because they're not necessarily low income.

Well, there aren't categories now to be served. There are categories for the purpose of looking at the census figures and other figures to get the money into the Wayne-Westland School District. Once it's here the local fountain of wisdom will then decide how you allocate the resources. Presumably if you got a heavy concentration of those former categories in this school you would get a higher priority than the other high schools that didn't have it.

But a good deal of what is being done here alarms people because we are taking educators at their word. This is the biggest jump toward letting educators make their own decisions that we have seen in this legislation in a long time.

And I find that educators get almost as nervous when you tell them they can do what they want as if you tell them there's some more things they can't do. There is kind of a yearning to be able to blame the regulations for not being able to answer the problem.

Now, I don't want to override you. I want you to pursue this and if you see a continued problem with it, by all means let us know because we have time to go back and adjust this.

Dr. Soule.

Dr. SOULE. Yes. I have a couple of questions and I don't know if they can be answered, Mr. Ford. The questions I would have is, has anything been looked at in terms of the impact of this type of legislation on some of the rural districts, you know, would go to the upper peninsula as was mentioned earlier today and how much impact?

We have four area voc ed centers in Oakland County. I want to say second best after this one, sitting next to Ed here—I'm going to give Ed a run for his money I think. But again, we serve everything from a very sophisticated school district. We spend a large amount of money for students down to highly rural and some urban districts, and I'm wondering what the kind of impact the proposed legislation would have on that, number one.

Number two, because we are a regional education agency in a contractual agreement with the local district to run that, are we going to be eligible for those monies.

We have a unique situation here in Michigan with our area centers in that some of them are funded on regional millage but are run by local districts; where others are run by the intermediate district or the regional district.

Mr. **Ford**. The mandate is that the school districts that are contributing to the student population will have to enter into arrangements with the funding that they generate. So that they would generate it for the vocational school through the district.

That's not a problem for him, although we refer to it as an area school it's always supported by the Wayne-Westland School District. I think quickly, the five counties down there in the northeastern corner of Ohio will be all right I have got to believe from the makeup of the committee that we didn't do anything to hurt that, because Ohio is heavily represented there.

Dr. **Soule**. We are not too different from that arrangement in Oakland County. We have 28 districts to support our four area voc ed centers.

Mr. **Ford**. Well, we will look at it and make sure you get something satisfactory, if not satisfactory that you can help us correct.

To answer your question, I have a memo that we got from the Department of Education when we asked them to look at what some of these things would do. And we asked them to look at what would happen with a formula such as we ended up with. And we found that these sort of things happen.

Ben Harbor currently was getting $151,000. It would go up to $185,000. Detroit currently getting a million 3, would go up to 3 million 6. It won't go up that much because Detroit isn't getting a million 3. Because Detroit can't meet the match.

Now this is no longer matching money. So it amounts to a very big boost.

Grand Rapids goes up from 299 to 336. Greenville—I have to tell you I don't know where Greenville is.

Dr. **Soule**. It's north of Ionia.

Mr. **Ford**. They are currently getting zero and they will get $18,020. So it must be a very small school district.

Flint currently gets 478,000. Here is where the caveat comes. That's this year's money and you can't separate out one year grants that are involved in there. So they will get 374 if they don't get anything else, and just get what is driven by the formula, which looks like a cut but probably isn't because when you get down to Wayne-Westland, which for obvious reason, they put on this thing when you sent it to me. It would show that Wayne-Westland goes down from 336,697 to 117,136. But in the 336,697 is a one-time $170,000 equipment grant. So you can't figure a one-time grant in figuring out a comparison on the base. You would have to deduct that 170 from it to start. There was not a continuing support.

So it is pretty hard to make an actual dollar comparison this year with next year sort of thing. You can just sort of generalize. Ypsilanti goes from 34,000 to 70,000. And I guess I can sit with a map and Dale Kildee could do it, too. Or we could go around the state and pretty well tell you where the gains are going to be and the losses are going to be by school district.

And it is clear that it is going to drive more resources to the school districts with high concentrations of low income and handicapped children. And that's because nobody has disproved our theory over the years since 1965 that picking out the place that you need help most is done as well by picking out the place where you have high concentrations, relatively high, of low income people. That is, relative to the total population of low income people. That tends to give you as good a map as you're going to find when you try to divide money out across the country or a big state.

Now it doesn't make everybody happy because what they want is a formula where everybody gets something. This will tend to concentrate the money in the areas of greatest need.

I mentioned the upper peninsula. The administration for some reason got the idea and the Secretary of Education thought that we ought to have some kind of measure of whether vocational education was good or not. And the measure that they mentioned in their testimony was job placement in the area of the school.

We asked them, does that mean if the job placement is good in the area of the school that you will give them more money. Or if it is bad in the area of the school to give them more money. Which way do you distribute the money after you find out what the job placement is?

We raised the upper peninsula with them and suggested the probability that the majority of kids who are successfully trained in vocational training in the Jacobetti School up there are going to have to leave the upper peninsula to get a job with those skills. The upper peninsula can't provide the jobs.

Now how do you score that school, good or bad by that kind of performance?

The committee has so far fought that off and substituted for it permission to the states, if they want to, to use performance standards for money distribution. And there are what, nine states that are now doing it. We checked the nine states and we found that almost invariably the measure they use of success is placement rates.

And then we also found that they applied it in the negative way. That if your placement rate is good, they will reward you for being good. But if you don't continue to make it better, then they take the money back away from you.

Now if that makes sense to them, that's fine for them to do it in their state. But I don't think it would work too well here because even here in this community many of the people that are being trained in this school are going to have to go out of the immediate job market area of this school to put those skills to work.

These are all trade-offs, one way or another, with people who would like to—even me—who would like to design the world more closely to approximate my idea of paradise.

But these trade-offs have been made back and forth. And if any of these answers that we are coming to are bothersome to you, get to us right away and let us explain how we got from here to there.

It's a miracle to me. In 1984 we spent three days in the conference beating the Senate down from 110 percent—believe it or not—their earmarks totalled 110 percent of the money. They had more earmarks than 100 percent. Well, they came down to 100 percent pretty quick.

And then it took us three days to get them down to 57 percent of the money. Fifty-seven percent of the money was earmarked before it ever got to vocational education people. And some of us have believed ever since then that it went entirely too far in removing the flexibility at the state and local level. And there has been a building consensus coming. And what surprises me is that the strong advocates for these categories in the past seem at this point to be in agreement to do it.

I don't know of any group that is unhappy now that the homemakers have got their separate program, they may even start talking to me again.

[Laughter]

Mr. **FORD**. I say all that by way of trying to bring you up to where we are, because some of the concerns that are expressed here we think have been met. If we haven't met those concerns, then we ought to know that.

Mr. Hayes, did you want to ask a question?

Mr. **HAYES**. Mr. Chairman, I want to clear up one thing, not necessarily directed toward the subject at hand.

That clock confuses me. I operate on Chicago time and have we changed the time zone for this area?

Mr. **FORD**. No. This is Eastern Standard, Washington time.

Mr. **HAYES**. I keep mine on Chicago.

Mr. **FORD**. I don't blame you.

Mr. **HAYES**. It's exactly 20 minutes to 11:00 Chicago time that's what that shows.

Mr. **FORD**. That means that they didn't move it forward.

[Laughter]

Mr. **HAYES**. Now that's been clear, I know what time it is here.

You have a panel here and I want to express my appreciation to the breadth of the panel. You certainly have—the school administrators, representatives of business, all of you mentioned certain things that have been a concern to the committee. We've been concerned about the issue of dropouts which is in certain areas. It's tragic. In Chicago in certain areas, certain school districts in Chicago the dropout rate of high school students is almost 50 percent in the black community.

I had some trepidations about the elimination of the approach of set-asides or dealing with specific problems. I went along with it as a member of the committee, primarily because I felt they weren't working anyway. Because we had no way of monitoring performance, so to speak.

I am somewhat bothered by the emphasis you have placed on leaving the distribution of the funds entirely up to the states. Some states, they don't know what equality means.

You talk about emphasis among economically disadvantaged and to reach down to help them because they have been left out on some of our approaches to education.

I do think that the political maneuvering that exist in some states is going to find us even in a position—this is not going to be a cure all with this bill itself. It's going to be a help and step in the right direction. I think that ought to be clearly understood.

Because you have certain people who just are motivated not by what is right or what is wrong, but what is politically right. And the people in certain school districts—like in a place like Chicago. I'm not comparing Michigan with Chicago. You just came through and won the national basketball championship. I understand that.

But when you've got a situation where it is permitted to spent $800 more, I'm talking about, on a kid that goes to the suburban schools surrounding Chicago than they do—or the kid that goes to school in my district, which is both economically poor and 92 percent black. And when you talk about vocational ed, many of them go to those kind of schools.

The dropout rate is high. Some from teenage pregnancy among girls. Some as you've said, because of lack of interest and the curriculum has caused them to drop out. But this is a loss to this country. We are trying to find a way to reach down to them. And I think this is what this kind of legislation is all about.

Now my specific question to you on all of this, do you think that we ought to develop with this legislation a better monitoring system on performance and the distribution of the funds that are going to be allocated to this purpose? If you don't, we can find those that are short circuited and are going to continue to be short circuited based on several different reasons; race not being the least of which.

I want to mention, are you from Ionia?

Dr. HAGERTY. Yes.

Mr. HAYES. I got to be a little bit nostalgic. I used to go into a restaurant all the time in Ionia, the guy had a sign on the wall, "The architect covers his mistakes with a paint brush. The doctor covered his with dirt. But the owner of that restaurant covers his mistakes with alimony."

[Laughter]

Mr. OTWELL. In response to your question about accountability. Most of the time in accountability, whether it's a JTPA performance contract or vocational education reporting that we do in accountability it's always outcomes at the end of the road given the set of time and circumstances. Given a year, two and a half hours a day, what has happened in that system.

We don't very often take a look at what's coming in at that time, at the beginning of that year and that we're held accountable for at the end of the year. Some students—some individual students come in fairly well prepared to be able to accept the challenge to walk out the door. Some students we need and would probably like to have for two hours—for a whole day for two years to get them ready to be measured against a set of performance standards and criteria.

And I don't think anyone in my building would be opposed to being held accountable for performance if at the same time you were to look at what the student had when they came in to be able to measure growth.

Those that we have enough time with we are successful with. Some people take a lot more time. It's good from a point of view to be able to substantiate that we spend our money wisely, but sometimes it takes a long time to turn some things around. They aren't just as simple as teaching them right and left and the manual skills.

I don't know if that helps you. But it would make it, I think, more palpable to accept that challenge at the local level.

Dr. SOULE. I think on a national basis the majority of the people don't have a problem with the accountability aspect of it. So long as it did not fall into the areas of placement, as Mr. Ford represented, where you have some economically depressed communities where there is really very little chance of placement unless the student moves out of the region.

If you talk about accountability in terms of what the student has achieved in the class, I don't think there would be any problem with the teachers or the administrators on a national basis.

Mr. **Ford**. What is the answer to the growing teacher shortage? Somebody mentioned it. How do we answer that question. It's a real tragic situation. It's more financially rewarding, it's better to be a plumber than it is a teacher.

Ms. **Danford**. I think until our schools recognize that, and they may not want to hear this, but recognize that you're going to have to compete with industry for those same people. And you want the best in the classroom, not the guy or gal who doesn't really want to work on the outside, who never really succeeded. You want the very, very best and you're going to have to pay for that. And that may mean a pay scale that's different.

We are still talking about competition whether we like it or not. So we may have to pay more for those kinds of teachers.

Mr. **Hayes**. Not at a $4.25 minimum wage either.

Ms. **Danford**. I would like to also address your question on accountability. Much of what I testified this morning and I spoke to accountability, and business and industry, as you well know, has long been crying for accountability with the way its educational dollars have been spent. And they have become more and more involved in partnership kinds of programs, as we have in Lansing area.

I sit also on a State Board School Improvement Committee and they are talking about student outcomes. I see that being no different from vocational-technical education of students. Student outcomes are a must.

Mr. **Hayes**. Thank you, Ms. Danford.

Mr. **Ford**. I have never been satisfied by one of these education reformers that you can test a teacher and tell how good a teacher they are with a national test. You can't test a lawyer to find out whether they are a good lawyer with a national test. You can't test a doctor. You can't test a minister or a priest. No professional can be put into that neat little package.

But if you put them into a package, measure their blood pressure or whatever you do and put it down statistically, some sucker in business will buy it and believe it.

And businessmen are being sold statistics like that all the time that don't mean anything. And some government people are being sold those things.

We asked the Office of Technology Assessment to go into this problem with us and they came to the conclusion that it was not possible to devise a single standard of performance for vocational education that could have nationwide application.

Then they found out that they were going in two directions; either job success, like placement or longevity at the job or measuring the academic competence of the student when they finished vocational education or some sort of competency test on the skills level test.

But then they came to the conclusion that they couldn't use that very broadly, that it might tell you something if you knew all the circumstances about one group of people, but it wouldn't tell you about something in another part of the state where the same sort of things were being measured.

They worked at it for some time, trying to figure out how you would do this. You started out saying, show us how to develop this. And this is their business. They are usually trying to sell you the idea that there is nothing they can't measure. They can tell you exactly how much cream cheese there is on the moon. We have no doubt about the Office of Technology Assessment.

But they came to the conclusion that they couldn't devise a measure for us. So the result was that the present provision says that the states—we like to do this, when we can't do something we say, the states ought to come up with some method of being able to measure it. And we said, we will even permit them in these experiments, if they choose to do so, and that's because we have nine states already doing it, to use it as a factor in distributing money.

Now that's going to depend on the wisdom of who in this state undertakes to figure out a measuring device for success.

I'm very strongly convinced by our experience with JTPA that the wrong thing to measure is job placement. It is not yet very well known, but there is a major scandal brewing in this country with JTPA and there are a lot of business councils that are going to be badly embarrassed. The Inspector General from the Labor Department came to us last fall and the General Accounting Office came to us last fall and they have a number of problems. But one of the worse ones is something called creaming. And they discovered when they looked at JTPA programs that the kids who were getting the jobs were high school graduates who got a job anyhow. And they weren't placing kids who without training in JTPA would fail to get a job. They were placing the ones that the employers would have taken on the basis of what they had before they came to JTPA.

And then they were meeting the performance standards, because the performance standard was, how many have you placed. Then what you have is a standard driving your policy. And the standard says, let's don't take this person over here, he has got a limited English speaking proficiency and that's not going to make him a very desirable employee.

And let's don't take this one over here because he has got an obvious physical handicap and that's not going to make him desirable. Let's take this nice kid here who is kind of wandering around and he has a high school diploma, he doesn't score all that bad and we can get him a job easy.

And that's what is happening in many parts of the country. We don't know that it is happening in Michigan yet. A couple of us have asked to have some looked at where we have had reports from people involved.

Another problem is the on-the-job training nonsense that goes on where we discovered that the average time it takes for on-the-job training to train a dishwasher in JTPA is 14 weeks.

Now, you tell me what you can teach people about washing dishes in a restaurant in 14 weeks. We also found at the end of the

14 weeks they didn't get hired by the restaurant; the restaurant hired another trainee for 14 weeks.

Now that's a national average 14 weeks. That means that some of them are learning that trade, a dishwasher, for a lot longer period of time.

For a custodian it is something like 21 weeks. 21 weeks national average. Somebody out there missed the whole point of what we were trying to do.

So that's before the committee, looking at these measuring devices and so on. And we are not going to encourage people to play games by having a performance measure that doesn't measure anything.

Placement and on-the-job training position with somebody who is really using that on-the-job training for 50 percent subsidy, that's better than a sub-minimum wage.

That doesn't mean anything. But nothing in the performance standards tells you whether that's going on or not until you send a monitor like the Inspector General or the GAO out to see what happens.

Now, I met recently with Michigan people operating JTPA programs in the county and they gave me in 30 minutes ways in which they anticipated these problems and avoided them. And they have some confidence that it doesn't happen in their program because they sat down and thought through what would happen if you lost sight of what you started out to do, and they prevented it. That hasn't happened around the country.

And the sad thing is that JTPA is going to come under attack because of some locale, it's predecessor had the same experience. When mayors started to use JTPA's predecessor as a patronage tool, and county commissioners use it as a patronage tool, the public lost confidence. They said, they're not training anybody for anything; let's get rid of it.

And Congress jumped when President Reagan said, let's get rid of it. Democrats, Republicans, everybody said, yes, we can't defend that anymore. CETA was dead. It died because public confidence died. JTPA is coming along. That comes to the other almost contradictory approach in your supplemental material that you submitted.

On the one hand you say we've got to have closer coordination with programs like JTPA and vocational education. And then on the other hand you warn us not to make it too close.

Now what ought to be made clear is, the solution that the committee sought takes your advice both ways. It creates an advisory commission that will coordinate all of these programs. Not operate the programs, only coordinate them as an advisory commission. There will still be a state JTPA Board. There will still be a state vocational education Board. There will still be a State Board to deal with occupational training.

But the state is going to be required to have an advisory council that monitors all of these and has power to advise them. They can't tell them what to do, but it can monitor them and they can sure blow the whistle if they're working at cross purposes. That's all it does.

And it neither satisfies those people who think that all the job training programs are so much alike they could be controlled by one group. Nor does it satisfy those who are on the other side.

But it does one important thing that educators have been asking for ever since we wrote JTPA, one of the big fights we had on JTPA was trying to get more than a nod of the head toward the education system from the people running JTPA. So the best we were able to end up with is language that you really ought to cooperate with the schools. And we were very much concerned that what has in some cases happened would happen, that people would reinvent vocational education outside of the school some place. And that can happen under the present system; there is no way to stop it.

This coordinating council would blow the whistle, it would seem to me, in a state like this if the state JTPA programs started to replicate instead of using the school's vocational program. Instead of sending the person to your vocational program, they want to build a whole new system—reinvent the wheel and then build a whole new factory to make wheels next door. That's all it is intended to do, is just get one group of people who can watch what is going on and not have the power, of course, to do anything except let people know what is going on.

Do you have anything else?

I would like to thank this panel and get on to the next panel. We have three people: Oretta Todd, Dean of Occupational Studies at Highland Park Community College; Sandra Dupuis, Vocational Director of Ionia Public Schools; Mark Greenbury, Arrowsmith Tool and Die, Southfield, Michigan, and the National Machining and Tooling Association.

Now, will each of you starting from this end identify yourself to the reporter so that she knows when you speak who is speaking.

Ms. TODD. My name is Oretta Todd, and I am the Occupational Dean at Highland Park Community College. With me is Mrs. Mary Alexander who is the High School Principal in our school district.

Ms. ALEXANDER. My name is Mary Alexander. I'm Principal of Highland Park Community High School. And I do not carry a baseball bat.

Ms. DUPUIS. I'm Sandra Dupuis. I am the Vocational Director for Ionia Public Schools.

Mr. GREENBURY. My name is Mark Greenbury. I'm the President of Arrowsmith Tool and Die. And with me is Don Nichelson, the training manager from the National Tooling and Machining Association in Washington, D.C.

Mr. FORD. Without objection the prepared statements that you have brought with you will be placed in the record immediately preceding the comments by each of the witnesses as they comment. And you will consider then that you are commenting on what is already in the record. You can add to it, supplement it, change it any way you think it will make the record say what you want to say best.

So we will start over here with Ms. Todd.

STATEMENT OF ORETTA TODD, DEAN OF OCCUPATIONAL STUDIES, HIGHLAND PARK COMMUNITY COLLEGE; ACCOMPANIED BY: MARY ALEXANDER, HIGHLAND PARK COMMUNITY HIGH SCHOOL PRINCIPAL

Ms. TODD. Thank you, Mr. Ford. Mr. Hayes, distinguished members of the panel, it is our pleasure to come and talk to you and share with you this morning our perspectives of the tech-prep grant that we now have.

Mrs. Lane and I co-sponsored the tech-prep grant. We are from the school district of Highland Park. Highland Park is a K through 14 school district.

The City of Highland Park is surrounded by Detroit and is contiguous with Hamtramik. Highland Park is unique and may in many ways, Mr. Hayes, refer or reflect your district. We are 95 percent black. We have a 53 percent high school dropout rate. And over 60 percent of our citizens are on some form of public welfare or social security. So that we support H.R. 22 because we need it.

We would like to share with you this morning some of our views about our current tech-prep program. We feel that in our school district we need to further motivate students to stay in school. We are not happy with the 53 percent dropout. And we know that the tech-prep grant will help us to reduce this amount of drop out.

We also know that we need additional skill training. Right now our tech-prep grant addresses the business curriculum. We think that with the H.R. 22 we can look at other professional groups and turn out students who are technicians who are able to begin to work and meet the employer's requirement.

In our community we have a group of employers who have come to us and say that we will work with you. Therefore, although not here, Mr. Lee co-sponsored our tech-prep grant. He is a committed businessman and has with him several other businessmen who are helping to design our curriculum and to place our students. More than that, hire them when they meet their demands.

Our program allows a collaboration among educators in our community, the community college staff, the secondary school staff, the adult education population, as well as other members of the K through 12, the businessmen and the parents.

We feel that there is a greater role for parents in a tech-prep project. We expect that many of our parents can come in and help to extend the role of the counselor and of the teacher.

At the community college level, I believe that we will get students from proposals who are better able to do community college work. Right now we spend about half of our time with mediation. We cannot afford to spend this amount of time and to turn out technicians who meet the demands of employers.

Our written material address the kinds of things that we are doing in leadership, and I won't go through these. But I would like now to turn the discussion over to Mrs. Alexander who is a high school principal and will address the counseling and the curriculum aspects.

[The prepared statement of Oretta Todd follows:]

HIGHLAND PARK COMMUNITY COLLEGE
TECH-PREP PROGRAM

The Tech Prep Partnership is a collaboration between the systems of secondary education, the community college, business/industry, and community persons, particularly parents. At the core of the partnership are youth and adult students who, as a result of this project, will likely enter technical career fields in greater numbers than in the past, will be motivated in junior high school to make early decisions regarding career choices, and will receive skill training and experiences in business areas of the students' preference. Business careers include jobs for management, secretarial positions, marketing and sales, and computer programming; these opportunities were chosen because they are in demand and constitute areas for immediate employment in our community.

The Highland Park School District Proposal links the middle school curriculum with the high school curriculum, allowing the high school graduate to enter the community college with more skill. Moreover, the Tech Prep student will be less likely to drop out from either the high school or community college. In the future, Highland Park Community College will spend less time on remediation and more time addressing the intricate skills needed to ensure job stability and to promote upward mobility.

In urban communities, employers are seeking workers from the community who can be employed with the ability to perform middle management tasks. These tasks are mainly supervisory jobs, and they are beyond entry-level positions. The Highland Park community is characteristic of so many urban communities where there are many blacks and other minorities. The need to upgrade curriculum is pressing. Subject matter must be presented in more realistic ways so that students can become more competitive in the classroom and in the work place.

The average student, who is committed neither to "college prep" nor "vocational-technical" courses, is the target group for involvement with the Tech Prep curriculum. In large measure, these students are in "general" curricula; presently, they are putting in time because the law requires compulsory education. These students are potential problems because they leave the educational system with the least amount of job skills and nearly no preparation for our democratic way of life. Implementation of Tech Prep is therefore critical, particularly in urban communities where there is a mandate to update educational practices.

The Highland Park Tech Prep Program has three primary components: leadership, counseling and guidance, and curriculum development. While the program is in its early stages, aspects of the three components follow.

LEADERSHIP

Educational structure in the Highland Park Tech Prep program is determined by a series of committees which are as follows:

Advisory	Community leaders who provide the framework for program development. They set the program "tone" and help to explain educational objectives to the community.

Management Team	Program administrators from high school, college, and adult educational, including college president, school superintendent, and parents.
Curriculum Planning/Design	Includes representation from high school, college, business, and parents. Basic responsibility is to study and develop meaningful, realistic curricula.
Implementation	Chaired by the Tech Prep coordinator, committee includes educators who work with students: counselors, parent, teachers, and business representatives.

GUIDANCE AND COUNSELING

The key elements are as follows:

Student Selection	Fifty students per grade, from grades 7 through 12, and will be based on the wishes of the student, parent, teacher or counselor.
Career Awareness	Critical for Highland Park students. Will include career exploration and self-awareness principles.
Assessment	Apticom Assessment is provided and will assist in placement.
Career Planning	An individualized educational development plan (EDP) will be prepared for each student and will follow the student throughout the K-12 educational program.

CURRICULUM DEVELOPMENT

The Curriculum/Planning and Design Committee will build on the curriculum that is now used in the high school business program. The design will be updated to reflect futuristic concepts of the business community.

An evaluation model will be implemented to assess outcome measures in relation to grade performances, acquisition of skill performances, job placement, and program completion. Both summative and formative evaluation measures will be used.

PROGRAM PARTICIPANTS

College Participant

Legal Name:	Highland Park Community College
Address:	Glendale at Third Highland Park, Michigan 48203
Telephone:	(313) 252-0475
Contact Person:	Oretta M. Todd, Ph.D., RN
Tech Prep Coordinator	Carolyn Ford, Ph.D.

Secondary School Participant

Legal Name:	Highland Park Community High School
Address:	15900 Woodward Avenue Highland Park, Michigan 48203
Telephone:	(313) 252-0460
Contact Persons:	Mary Lane Alexander High School Principal
	Glen Holman, Principal Adult/Continuing Education

Other Agencies Involved in This Project

Agency:	Greyhound Bus Terminal
Address:	130 West Congress Detroit, Michigan 48207
Contact Person:	Granville Lee, President

STATEMENT OF MARY ALEXANDER, HIGHLAND PARK COMMUNITY HIGH SCHOOL PRINCIPAL

Ms. **Alexander**. Thank you, Dr. Todd, and to the distinguished guests this morning.

I am very happy to be able to come to you today and talk a little bit about our tech-prep project at Highland Park Community College.

I feel very strongly about this project. I would like to just say before I get into a couple of things, I was a vocational director for 15 years. And for the last two years I have been serving as principal of a high school with 1400 students. And I've had a—I used to complain about what did not happen from the general education point of view. Now I'm in that seat and it is a different picture.

But I want you to know that I am indeed happy to be a part of this group this morning. As I said earlier, I do not carry a baseball bat. 99 percent of our students at Highland Park Community High School are black. We have a large dropout rate. We have a number of students at Highland High School that are already teenage parents. Our failure rate is high.

I have found in the two years that I have been serving as principal that these youngsters are very, very capable. They fail because of attendance. Our youngsters do not attend school. And that is just appalling to me.

I have been working very closely with Dr. Todd on this project to see if we can get our youngsters more interested in school.

In dealing with this project we have found with our parents that so many of them are 15 years older than their students. And we find that there is a lot of counseling that must take place with those parents, because they too are having some problems of sorting out their goals and objectives in life.

So what we are doing in this project, we are counseling with parents as well as with students and helping them to define their goals and objectives in a project like tech-prep.

The youngsters that we are working with can go one or two ways. They can go in the dropout bracket or they can become good responsible citizens.

We feel that tech-prep will help us with this particular project, because we have learned now that our youngsters are very capable.

As a matter of fact, I have some research going on in my school right now among my teachers to prove that this is actually our problem, the attendance rate is causing the failure rate that we have.

We are also revising our high school curriculum, because having been a vocational director I know too well that many vocational teachers spend too much time on teaching the academics. What we are doing with our curriculum, we are revising our curriculum will drive the academics that youngsters need to get into vocational education and to get into tech-prep. Then that means that we're doing that, the vocational teacher can spend more time on developing skills rather than teaching the academics.

To give you an example, we have a four year requirement of English. Well, we have a three year requirement for English. It takes many of our youngsters four years to complete a three year requirement and that is because of their attendance.

But with the move that—the area that we are moving into, curriculum involvement, we see that that's going to make a big difference.

We are also addressing the problem of many of our teenage parents with setting goals and saying to them, when they get into tech-prep there is a transition. You must make this transition from high school into the junior college; and we know that they do have the problems of finding child care. So what we are doing is trying to establish some child care for those youngster so that when they leave the high school they go to the college. There is child care provided for them. They go to work. They come back and they pick up their children.

This is the kind of project that we are trying to provide for those youngsters.

We also have found with our children that many of them need to be spoon fed. And I can't say that too strongly. They are willing, they want to do, but they just don't know what to do to find information.

So what we are having to do with many of them is spoon feed them and give them the kind of information that they need in order to continue this process in tech-prep.

We are very excited about the project. We think that it is going to be—it's going to help us in a lot of ways. And we hope that we can see a decrease in our dropout rate.

I would like to say lastly that in this particular project we are going to—we are dealing with our seventh grade through twelfth grade; right now we're really zeroing in on the ninth grade. Our ninth grade students, because my high school is a nine through 12 high school.

As I said before, I'm really excited about tech-prep because I think it can do for these students and parents in my community the kind of thing that we need to have done. We have far too many people getting some kind of assistance.

And I really and truly believe this, that many of those youngsters are very interested in becoming responsible, independent parents.

Thank you very much for allowing me this testimony.

Mr. **Ford**. Sandra Dupuis.

STATEMENT OF SANDRA DUPUIS, VOCATIONAL DIRECTOR OF IONIA PUBLIC SCHOOLS

Ms. **Dupuis**. Mr. Ford and Mr. Hayes and members of committee, thank you for allowing me to speak before you today.

Mr. Hayes, I've been in Ionia a year and a half and I have not seen that sign yet. But I will look for it.

[Laughter]

Mr. **Hayes**. I'm talking 30 years ago.

Ms. **Dupuis**. It's probably still there. I will find it and will share with you the name of the restaurant at that point in time.

My name is Sandra Dupuis and I'm the Vocational Director for Ionia Public Schools. For the past year and a half I have been responsible for the development of a totally articulated training system which has been informally known as the Montcalm/Ionia project. And we now have a real name called the Heartland's Institute of Technology.

I see that Mr. Ferguson and Mr. Otwell have both left, so I can comfortably say that it is the best—will be the best articulated training system in the State of Michigan. I believe it is probably going to be the only articulated training system in the State of Michigan.

Dr. Hagerty identified for you the need of how the contract was developed. I would like to add a few comments in addition to my written testimony about the kind of development that has been involved in the Heartland's Institute of Technology. The support for the Carl Perkins Act and the Tech-Prep Education Act will allow the kind of development we are doing in Ionia, to continue in Ionia. And also to be replicated elsewhere in the state and the country.

The Heartland's Institute of Technology will address the following major needs of the region. We have an increased need in business/industry for technically literate workers both in specific skills and in technological systems.

As Dr. Hagerty identified, most of our employers are 250 employees or under. We are a rural region. Workers are not skill-specific in industry. Training skill-specific workers in the educational system, whether it be in the secondary level or the postsecondary level would be a disservice to those workers.

There is a need in Ionia and Montcalm area to provide facilities that will do a multitude of things with no duplication of what are very limited resources. The facilities need to be able to train high school students from throughout Ionia County.

Those same facilities must be able to train college students who have a need for advanced technological training.

We have adult workers in the community who are in need of retraining to meet the new technology that is surfacing.

And we have a significant number of unemployed adults, both young unemployed adults and not so young unemployed adults who have need of initial training that includes basic skilled training.

We also have a need to provide another focus in the high school system. The current high school system in Ionia County focuses on the four year baccalaureate prep student. Counselors, administrators, and teachers get their strokes from how many students enter four year college systems.

We need to introduce technology early and often; and systematically provide student experiences for technology exploration and technology awareness.

Most importantly, to deliver all of these things we need to redefine the means of delivery of the basic subjects within our public schools. Those basic subjects including English, math, language, arts, and other elective program areas.

This redefinition will include application of basic skills, beginning in the seventh grade level for the students who do not respond well to a theoretical approach to basic skills.

We need to teach students team oriented problem-solving. They will meet that need when they become workers; they don't know how to do it. We need to assist them in providing that skilled training.

All of our students, whether they be college prep for a four year baccalaureate or noncollege prep need to be able to use and understand basic technology.

The combination of these will create a system which will incorporate technological exploration in all basic skill areas.

The result of all of these kinds of needs and addressing them in an appropriate fashion will do a number of basic things including decreasing the dropout rate, and increasing the number of students who seek advanced technological training.

The Heartland's Institute of Technology combines in one facility a comprehensive high school, an area of vocational-technical center, a Montcalm Community College off-campus site, and a business/industry resource center.

The facility is only one part of what we have accomplished. But without the facility I doubt if the rest of the development would have taken place. The rest of that development includes an administrative articulation agreement between all of the educational entities in both counties.

We have the establishment of a standing Articulation Advisory Committee representative of each of the educational fashions.

We have the development of 14 program articulation teams made up of secondary instructional staff, postsecondary instructional staff, and business/industry community representatives. Those articulation teams have designed curriculum from where the student enters, regardless of whether that be as junior in high school or as a 35 year old adult in need of retraining, the curriculum will pick up the student's point of origin and take that individual through a certificate program or an associate degree program at the community college.

The unique feature of the curriculum is that in addition to skill-specific training we are including cluster oriented training and the skill and attitude training needed to become a worker.

Our labs face for the new facilities and equipment which will be included in the new facilities has been a joint participation effort in the program articulation team layout. This team has also determined the amount of credit that students will be granted for completing the training on the secondary level, so there will be no duplication of training for their entry into the postsecondary situation.

Student evaluation procedures and competency procedures have also been jointly developed. All individual programs have established program level articulation agreement, so that we do not experience the situation that the superintendents all agree but none of the principals and teachers know what's going on.

This curriculum effort has been accomplished in all 14 of our program areas.

Second and the equally significant part of the development has taken place within Ionia public schools. Ionia Public Schools Board of Education, Administrative staff and teaching staff recognize that students not in baccalaureate preparation programs often leave high school with no focus and no direction for what they're going to do. These are called general ed or general study students.

We further recognize that students with no focus on high school are apted to drop out. Students who have a target, a direction in high school are more prone to completing that target or direction.

We also recognize that technology awareness, exploration and training is a long-term activity. It must be incorporated in the many components of the system. That focus can provide an exciting focus for many students and encourage their continuation in the educational system.

Ionia public schools committed to developing a program which will prepare students for entering into the Heartland's Institute of Technology. This program has been terms the Technical Focus Program. It will eventually replace general education and those students will leave Ionia High School with a general education diploma.

It is designed for all students who are participatory in the general ed and in the vocational education program. The purpose for that inclusion of both populations is that 15, 16, 17 sometimes 36, 37 and 38 year old don't know what they're going to do when they grow up. Focusing them and only serving students with a specific program direction, I feel, is a serious mistake. We have to prepare students to make choices, to be workers, and then to accomplish the skills in order to have that.

The technical focus program will begin at the Middle School with an intensive technical exploration and education program. It will include four years of high school programming. That includes the industrial arts, and the consumer home economics program, and has a redesign of basic academic areas into technical focus math, technical focus science, and technical focus language arts. We have a four year plan integration and half of that will be accomplished with offerings and targeted instruction beginning next school year.

On the eleventh and twelfth grade level the students will begin their technical skill development and their worker related skill training. 13th and 14th grade level which will be the advanced skill training will take place for the students through the Montcalm Community College and other community college articulation agreement.

I urge your consideration to continue the kind of funding that allows for this kind of creative programming to go on. The instructional business/industry community and legislative support have created the perfect environment for the growth of this new system.

Further, I urge your consideration to support technical exploration and education programs in your funding considerations. Without the strong Middle School, early high school base it is very difficult to take a junior or a senior and catch them up and get them ready in two years for a postsecondary technician level training.

The critical need is to include the technical skill exploration and training at the secondary level, so that when we provide a product our student to the postsecondary institution, that student is ready for advanced technological training.

We have a need for the support to upgrade existing instructional staff. Many of our teachers are excellent instructors. Have excellent educational backgrounds, and are as unaware of technological changes as the students they are attempting to teach.

We need additional financial support to continue the development of system-wide technical focus and technical preparation programming.

Thank you for your attention.

[The prepared statement of Sandra Dupuis follows:]

Testimony
by
Sandra Dupuis, Vocational Director
Heartlands Institute of Technology
Ionia, Michigan

April 14, 1989

William D. Ford Vocational/Technical Center
Westland, Michigan

Mr. Chairman, and members of the subcommittee, it is my honor to appear before you and share with you my views regarding the Tech-Prep Education act and the delivery of vocational technical training to youth and adults in Michigan.

My name is Sandra Dupuis and I am the vocational director for Ionia Public Schools. For the past year and a half I have been responsible for the development of an articulated technical training system which has been informally known as the Ionia/Montcalm project. Dr. Robert Hagerty, Superintendent of Ionia Public Schools has provided you information on the background of the project, the sources of the need for the development, and the components included. He also identified for you the support which was received on this project from the Michigan Department of Education through the Carl Perkins Act.

I would like to add to his comments with a description of the development of the Heartlands Institute of Technology, and the component parts of this educational system. My role with this project began a little over a year and a half ago. The challenge provided to me by Ionia Public Schools (the operator of the facility), the county vocational-technical education consortium (the fiscal agent) and Montcalm Community College was to coordinate and facilitate the development of:

- **A facility** which would be equipped to provide technical training to high school students, community college students, current business/industry employees in need of upgrading or retraining, and the unemployed of the region.
- **Curriculum** based on the premise that students who begin technical training at the high school level should be able to articulate to advanced training at a community college level with minimal duplication and receiving appropriate credit for their accomplishments.
- **Local and regional business/industry** support and involvement in planning, evaluating, promoting and designing all programs.

The development of the Heartlands Institute of Technology encompasses four major directional emphases.

Facility: A new facility is currently under construction, and will open in the fall of 1989. Located within a comprehensive high school complex, the facility will house a vocational-technical area center and a Montcalm Community College (MCC) off-campus site. All vocational-technical laboratories, classrooms and equipment have been jointly planned between the regional business/industry community, Ionia Public Schools, the vocational-technical education consortium and Montcalm Community College to assure continuity in training opportunities and maximum potential for use of the facility for all levels of technical training.

The Technical Preparation programs included in the Heartlands articulation system are:

*__Trade/Industrial__; Auto Technology, Diesel Mechanics,
    Computer Aided Drafting, Machine Tool, Industrial Electronics,
    and Plastics Technology
*__Health/Human Services__; Health Occupations, Dental Assisting,
    Child Care and Guidance, and Food Production and Service
*__Business__; Office Technology, Data Programming, Computerized
    Accounting, and Marketing/Distribution

In some program areas, faculty is currently on staff for both the secondary and postsecondary program. Curriculum development activities have been joint efforts within each program area. Plastics technology is a new program area, giving the advantage of initial development within the technical focus and articulation framework. As a part of the curriculum leadership team activities, a minimum of three full staff meetings (secondary and postsecondary) have been and will be held annually. In each program area, curriculum has been developed which is task based, job title specific and non-duplicative between the high school and community college levels.

The most critical developmental component in the curriculum process hinged on the belief that neither existing system (secondary or postsecondary) was to provide the pivot upon which the other system would revolve. The instructional staff worked beyond traditional suspicions to develop a truly articulated process-oriented curriculum. Neither system amended to "fit" the other. The outcome is programs designed to take student trainees from their point of origin (in relation to skills and attitudes they bring to the training situation) through increasingly sophisticated levels of training up to and including an Associate Degree.

Curriculum

The establishment of joint secondary/postsecondary curriculum teams, with business/industry advisory committee involvement have accomplished the following in each program area:

1. Reviewed existing curriculum, define career ladders, job titles and related tasks, and evaluate curriculum consistency and overlap.
2. Agreed upon program, course and curriculum revision needed to end duplication of training and establish smooth skill-oriented transition from secondary to postsecondary level.
3. Recommended amount of Montcalm Community College credit to be granted (i.e. curriculum comparison between secondary training and current course offerings at postsecondary),
4. Established common evaluation procedures and student record keeping systems.
5. Developed program level articulation agreements.

The following leadership activities set the stage for the facilities and curriculum development:

1. Development and approval of a consortium agreement defining management and operational issues governing the area vocational-technical center. This agreement was approved by all local public boards of education and the community college board in fall, 1987. The agreement includes the establishment of a governing board made up of superintendents of each local educational agency, ISD superintendent, and includes the president of Montcalm Community College.
2. The identification of a formal administrative level articulation team made up of representatives of Montcalm Community College, Ionia Public Schools and Ionia Area Vocational-Technical Consortium.
3. The development and approval of an Articulation Agreement between Montcalm Community College, Ionia Public Schools, and the Ionia County Area Vocational-Technical Consortium. This agreement was approved in spring, 1988.
4. The establishment of joint secondary/postsecondary business/industry advisory committee for each clustered program area.

5. The development of secondary/postsecondary curriculum teams made up of staff from existing programs.
6. The establishment of a Technology Education Task Force comprised of representatives from junior high and high school industrial arts teachers, counselors, science teachers, and administrators.

These accomplishments define the activities which involved the secondary and post secondary vocational technical staff. The uniqueness of the Heartlands systems goes beyond an extensive articulation of facilities and curriculum. The long-term development involves the full public school system beginning at elementary and middle school with technical exploration and education and including the high school general programs.

All of the development is predicated on the belief that trainees (students) must be the primary focus of all education systems and that the purpose for technical training is to prepare individuals to become a productive member of a constantly changing society. Secondly, that the educational systems themselves must modify and amend to meet the needs of the trainee within the parameters of today's societal needs.
The importance of the kind of support which is proposed in the Tech Prep Education Act is in the acknowledgement that non-traditional approaches are necessary to meet the needs of the general population of students and to provide the flexibility necessary to adjust existing educational systems to address their needs. As stated by Gary D. Hawks of the Michigan Department of Education as a part of his presentation to the Continuity of Learning Conference in spring of 1988, "It is hoped that if people can begin to see the educational system as a single entity through which people move, they may begin to behave as if all of education were related." this relating of one "level" of education to another eliminates boundaries between institutions, departments, and grade-levels, and creates a student-based system which will direct program development toward common goals.

The Heartlands Institute of Technology programs are based on the belief that all students need to have a focused educational plan for their high school years which is based on valid assessment of interest, aptitude and resources. The target population for our programs and services are those students who are currently described as general education or vocational education students. In Ionia High School 27% of the 1988 high school graduates enrolled in a two or four year college this fall. 19% of the remaining students had participated in vocational-technical training during high school. The remaining students - about 54% of the graduating class - left high school inadequately or unprepared to enter the workforce. These data do not begin to address the drop-outs, the alternative education or adult education students.

As a response to the need for system-wide modification to better prepare students for life after high-school, public schools have committed to the reduction and hopeful elimination of the general studies program in favor of a technical focus academic program for the students who are not headed for a four-year baccalaureate program. This program includes the concentration of technical focus mathematics and science training, which takes the place of general or basic math and science, and precedes technical training. These courses are developed jointly between technical and general educations instructions and meet graduation requirements in each area as well as addressing preparatory training necessary before entering technical training.

The combination of these courses will prepare individuals for entry in the work force and provide each graduate with an advanced training plan which, in most cases, includes a community college program. Heartlands students will have a fully articulated path established which will include opportunity for job placement, advanced placement at Montcalm Community College and plans for further training if appropriate.

It is imperative to include the academic skills, technological awareness, occupational exploration and planning, and technical skill training in this program design. In the Ionia area, resources are too dear to consider limiting the technical focus program to only those students who can clearly define their goal as being a community college program. It is our belief that students who have a strong focus for their education will more often than not finish high school and continue on to a higher level of training than they would have in the general studies program. Legislative support for the inclusion of these components within a secondary vocational-technical training program will enhance students abilities to choose appropriate post-high school training and educational opportunities. The traditional approach to education is commented upon by Albert Shanker, president of the American Federation of Teachers in an article for the New York Times (October 30, 1988). He states "we are educating and training a large segment of our population with a traditional approach that does not work well for them, and when they are not successful, we give them more of the same old thing." He goes on to identify that successful programs for many students taught "basic along with vocational skills. The difference was that basic skills were taught in a 'hands-on' way, in the context of real tasks and materials".

Mr. Shanker's views express very succinctly the approach which will be used for technical focus students in Ionia. We are in the process of developing technical focus science and mathematics courses which will eventually replace general math and science courses. These new offerings will provide instruction in a hands-on approach and concentrate on the application of the math and science principles which have been identified as critical to success in technical training. Each enrolled student will participate in technical focus math and science classes as well as the remainder of the courses required for graduation. The vocational-technical training will begin at either the 11th or 12th grade and each student will be encouraged to enroll in a community college for advanced technical training.

The delivery of educational programs and services to meet the needs of our populations must be as flexible and goal oriented as our workforce has had to become to remain competitive in the world market-place.

I urge support for the Tech Prep Education Act. Financial support will assist districts like Ionia to risk building a new educational approach which will serve local need. I underscore the importance of the introduction of technological concepts as an integrated component of the traditional high school offerings, and of providing initial training while students are in the high school program. I encourage financial support for districts who are demonstrating system-wide analysis and development to address technology training coupled with preparation for advanced training and life-long learning.

Thank you for your attention.

Mr. FORD. Mark Greenbury.

STATEMENT OF MARK GREENBURY, ARROWSMITH TOOL AND DIE, SOUTHFIELD, MICHIGAN, AND THE NATIONAL TOOLING AND MACHINING ASSOCIATION; ACCOMPANIED BY: DON NICHELSON, TRAINING MANAGER, NATIONAL TOOLING AND MACHINING ASSOCIATION, WASHINGTON, D.C.

Mr. GREENBURY. Thank you, Mr. Chairman and members of the committee, for allowing me to present the National Tooling and Machining Association's views and express our support for the Carl D. Perkins Vocational-Technical Education Act, inter-relation to the Tech-Prep Act.

We believe that support for update and improved vocational education is critical to both our industry and our country.

I am President of Arrowsmith Tool and Die in Southfield. We are a small family-owned company that was founded by my grandfather and eight other former Ford trade school people in 1942. Our company and the company's experience are typical to the small contract machining, tool and die and mold companies in this country. We have 75 employees. However, the average is 23 employees.

But I would like to point out that during the period from 1976 to 1986 small manufacturing grew by 1.4 million employees. We are providing jobs for American workers. But we are frustrated by the critical shortage of skilled trades people. The abandonment of apprenticeship training by large corporations and the perception of blue collar jobs is the last resort for graduating high school seniors.

At Arrowsmith we have been training apprentices since 1952. We are one of the few local contract companies still registered with the Bureau of Apprenticeship and Training.

The tool and die apprenticeship is a four year program that includes two years of college related course work. Today's training requires computer technology to run a sophisticated machine tools that cut the steel and shape the dies. So many large companies no longer offer this type of training.

We often lose our graduate apprentices to the higher hourly rates of the big 30 companies and their supplier stamping companies.

There is such a shortage of skilled trades people in this country today that we have had to go overseas to hire die-makers. A few years ago we went to England to recruit skilled trades people.

For a company like ours that is willing to train this should not be necessary in this day and age when the emphasis is on helping displaced workers retrain for new jobs. And we are not talking about minimum wage jobs either. Our average hourly worker at Arrowsmith Tool and Die makes over $40,000 a year.

We seem to have a three-part problem with vocational-technical education in the United States. First, we have a perception problem. In Germany, die-making is an honorable trade. American youth perceive die-makers as factory rates.

Secondly, vocational education is decreasing rather than increasing in popularity, probably due to the upper mentioned perception.

I have been serving on the Related Trades Advisory Committee of the Farmington Schools. But the vocational program in Farmington has been cut back for lack of participation.

The third part of the problem stems from the lack of funding to update vocational training and to meet the high tech requirements of industry today. Increasing funding will be an important step in solving all the parts of this problem. For the computer machine technologist of today is the die-maker of yesterday. The electronic factory of the future is here today.

And if our youth could be excited and properly trained to participate in the rebirth of American industry we would be second to no one in the world.

Let me tell you about Mike Palmerson as an example. Mike graduated from Michigan State University with a degree in hotel and restaurant management. He had no trouble finding employment and was soon at the management level. When Mike discovered that despite the glamor he really did not like the work nor the hours in the hotel business.

He came to work at Arrowsmith and specialized in our computer machine tools. He is now completing a masters degree in CAD/CAM, computer aided design and computer aided manufacturing at Eastern Michigan University.

Mike is running our small CNC machine section and our measuring machine. He finds the work stimulating, challenging, and satisfying.

We need more people like Mike in the industry today. We need to offer the educational programs to give an intelligent youth an alternative to low paying white collar jobs. To reach and excite minority youth about the opportunities available to them to earn good money in a skilled trades, and to work with industry to assure that these programs will train where there are shortages in training to meet the needs of today's high tech businesses.

We all know that American industry has eroded over the last decade. We now perceive—many now perceive that the United States is a service society. How can one of the great powers in the world today be content to be a service society.

What will happen if we have to field an army, defend our shores or our allies or forcibly maintain peace.

Our work at Arrowsmith is not strictly automotive related. We are working on the new C-17 transport for the Air Force, also.

Presently one of our milling machines needs new bearings. We cannot buy these bearings in the United States. The Japanese have been so competitive in the bearing market that many of the bearing companies in the United States have gone out of business. And the Japanese have told us there is a six month delay in the delivery of the new spindle bearings for our machine.

Now when all my machines sits idle who do you think is competing for our work. And what if this machine were essential to the work on the C-17 program. Could we wait for the Japanese to deliver the bearings before we transport our troops to the areas of conflict.

American industry can be strong again, but it will never again be the haven for the unskilled, uneducated workers that it was at the end of the 19th Century.

In this book, The Japanese School Lessons for Industrial America, Benjamin DuPoinsal said, quote: "Few Americans yet recognize fully that we are competing not only with the Japanese factory but with the Japanese school as well," unquote.

While wealthy Toyota has its own Toyota technical high school small and medium size firms rely on vocational training tracks in the public and private schools in which, according to the March 31st Wall Street Journal, enroll about 30 percent of the high school students in Japan. Itabohista Vocational Training Center in northern Tokyo tore down its old building, eliminated its antiquated classes and now in a new facility offers computer programming, microprocessing, and computer design.

The focus is on teaching skills that will enable students to move right into jobs in small and medium size companies.

We must demand educational competency of our high school graduates because, according to the Department of Labor study, by the year 1990, next year, three out of four jobs will require some education or technical training after high school.

Public education consumes nearly seven percent of the gross national product. But it is too often not meeting the needs of either today's youth or today's businesses. And business itself is not blameless. Businesses fail to cooperate with education to improve our schools and to meet these needs. Counselors must be trained to present vocational education as a desirable alternative to college preparatory classes in high school and to guide high school graduates into post-high school vocational training programs.

Community colleges and businesses must work together to offer education not just for today, but also for tomorrow.

The National Tooling and Machining Association has embraced the two plus two concept that is set forth in the Tech-Prep Act, H.R. 22 and we offer two recommendations to strengthen and improve the Act.

We believe that the eligibility for competitive tech-prep grants should be tied to occupational areas or trades that suffer demonstrable shortages of skilled labor.

We also believe that the language should be strengthened to assure that the grant recipients must perform prescribed in-service activities for counselors to rectify the current emphasis on college found youth and the corresponding under-emphasis on high tech-vocational training.

We believe that the money invested in vocational education under the Carl D. Perkins Act will be returned 100-fold. The training provided will transforms those whose unemployment would make them the takers—excuse me, middle income taxpayers. This would be a 100 percent turnaround.

It is not a question of whether we can afford to support the program. We can't afford not to support it.

Thank you for this opportunity to speak to you on behalf of the National Tooling Association and Arrowsmith Tool and Die. If there's any technical questions I would be happy to answer them.

[The prepared statement of Mark Greenbury follows:]

National Tooling & Machining Association

NTMA

PRECISION

WHAT IS NTMA MADE OF?

Most shop owners in the industrial communities in the United States know WHO we are. Most know that we're the contract tooling and machining trade association that is engaged in government relations, marketing, training at all levels, legal and management information, insurance and all the other services a major professional association provides. That is WHAT we are, but what are we made of?

Our membership of almost 3,300 companies in 63 chapters coast to coast is primarily small tooling and machining companies. Sixty-nine percent of our membership has 20 employees or less. Twenty-three percent of our membership is made up of shops employing 5 or less. It truly reflects our industry, which is predominantly made up of small businesses. Only a scant 3 percent of our members employ over 100 people.

Each of our 63 chapters operates independently, with its own officers and directors, with guidance and service from National where requested or required but without direction or control by National Headquarters.

The chapters elect from their membership a trustee who becomes part of the governing board of the Association. The Board of Trustees vote to approve or disapprove matters brought before it by the Executive or any of the standing committees at each of the three national meetings held every year. The Board of Trustees is the final authority. The chapters make their wishes known through their trustee.

The National Headquarters maintains field personnel to assist the chapters in membership growth, training, and NTMA sponsored activities such as seminars. Field personnel are assigned to each chapter to assist and advise as required.

Clearly, NTMA is a collection of small businesses working together in a national structure to accomplish those goals which no individual could hope to achieve alone.

National Tooling & Machining Association

NTMA
PRECISION

SUBMITTED TO THE
COMMITTEE ON EDUCATION AND LABOR,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION
U. S. HOUSE OF REPRESENTATIVES

TESTIMONY
OF
MARK GREENBURY
ON BEHALF OF THE
NATIONAL TOOLING AND MACHINING ASSOCIATION

HEARING ON THE
CARL D. PERKINS VOCATIONAL EDUCATION ACT
APRIL 14, 1989

Thank you, Mr. Chairman, for allowing the National Tooling and Machining Association to submit comments on the Carl D. Perkins Vocational Education Act. Your Committee has worked diligently to improve federal education programs. NTMA endorses the continuation of federal funding. Support for vocational education is critical to our industry.

Small manufacturing units such as our contract machining, tool and die and mold companies (averaging 23 employees) are growing dramatically. During the period from 1976 to 1986, small manufacturing grew by 1.4 million employees. The abandonment of training by large corporations has put pressure on our apprentice training mechanisms.

Quality initiatives place new burdens on our training efforts. We are now to the point of sending work overseas due to a lack of skilled workers. For these and other reasons, we need a more effective overall education system, and enhanced coordination of vocational education within that system.

Greater emphasis on academics and on increased investment in education has passed by vocational education. Increasing skill requirements, changing demographics and our competitive posture in the world marketplace highlight the need to coordinate academic and vocational education into one entity. This entity must provide a continuum of skills: from basic, to transferable, to ever-broadened applied academics; and most importantly applied computer literacy skills.

We need to stop the controversy about academic versus vocational. These components must be strong parts of one effective educational system and it must emphasize the world of work, working values and workplace literacy. Improving the quality of vocational education programs ought to be the new national federal role for vocational education.

NTMA has no quarrel with the notion that special populations need access to vocational education. Due to the matching requirement, states have committed to funding programs for special populations over the past five years. These persons are not served, however, by second-rate programs. States should be given more discretion over how to spend vocational funds, but this should be tied to incentives to improve program coordination at all levels.

Program improvement must be top priority and this must include the customer's input. Mandatory local councils of employers were eliminated in 1984. They should be restored and given more than just advisory input. "Employer need" and "labor market need" should be the driving force behind program decisions.

Within vocational education we must avoid pointless duplication of programs. We must also maximize the complimentary nature of different programs. The relationships of elementary, secondary and postsecondary vocational education programs should be linked more effectively and incentives for articulation should be offered. Training facilities cannot sit unused during "off hours" while identical facilities funded through other sources maintain waiting lists.

The federal government needs to provide states with incentives to develop models for programs that emphasize quality and cutting edge achievements in vocational education. The reauthorization process is the opportunity to build a framework to help transform our nation's fragmented collection of education, training and employment programs into a coherent workforce development system united by a common mission.

Models are desperately needed to demonstrate coordination with other federally funded education and training related programs such as JTPA, welfare-reform-driven training programs and vocational rehabilitation. And, program improvement should be coordinated with employer-based training for teachers.

The industry we represent, contract machining for front end production of all manufacturing, is particularly faced with the need for computer expertise. Program improvement emphasis ought to address new technologies and computer literacy. Our work place is thoroughly immersed in CAD/CAM and computer-integrated manufacturing.

It has been our experience that postsecondary, two-year, technical community and junior college programs have been very responsive to the needs of our members. NTMA recommends that a minimum of 25 percent of federal vocational education funds be spent on those programs. These programs address a uniformity of need as well as a diversity of background.

In view of the projection that three fourths of all job classifications will require some postsecondary education and training in the near future, NTMA has embraced the two-plus-two concept as set forth in the Tech Prep Act (HR22). We have offered two recommendations to strengthen and improve the Act.

We believe that eligibility for the competitive Tech-Prep grants should be tied to occupational areas that suffer demonstrable shortages of skilled labor. Furthermore, we believe that the language should be strengthened to assure that grant recipients must perform prescribed inservice activities for counselors to rectify the current overemphasis on college bound youth, and the corresponding underemphasis on the "forgotten half."

We do not view vocational education as an elective. There is untapped potential for teaching basic, as well as advanced, problem solving skills to all students in applied situations. All teachers must incorporate workplace literacy into their agenda. This includes practical applications of basic skills, employability skills and workplace attitudes.

Structures which separate vocational education from the academic status structure of the school must be immediately and forcibly erased by federal intervention. When teachers and administrators are provided appropriate incentives to integrate related analytical math, communication and vocational course problem-solving skills, all for academic credit, a more unified curriculum will result. For all students a more clear continuum of skills and applied knowledge will result in clearer training paths to higher education for those who want it.

In summary, vocational programs should be attracting a solid flow of advanced-math-and-physics-gifted students. Our employers are frustrated that we cannot find job applicants prepared for training in our highly-skilled occupations, or even applicants with minimum basic skills. We believe that a vigorous intermixing of academic and vocational program components offers the greatest promise of graduating students with the skills that all employers demand.

Thank you, Mr. Chairman. Please do not hesitate to call on NTMA if we can be of further assistance to you or any of the members of your Subcommittee.

Mr. **Ford**. Thank you very much.

I wonder if one of you would describe to me how you put together this four year program? What is the composition?

I notice that both of your grants are very narrowly focused. In the case of Highland Park Community College it's a tech-prep business program. And the one in Ionia is called Plastics Technology Two Plus Two program.

Ms. **Dupuis**. I would be happy to address that first and then I will turn it back to you.

Mr. **Ford**. How do you go about identifying the student and putting the package together and walk us through that, will you.

Ms. **Dupuis**. Let me clarify that our grant was very narrow because we had already developed the tech-prep two plus two and had been working on it for about a year prior to the grant dollar becoming available in 11 of the 12 areas curriculum-wise. And so we wrote the grant to support an area where we are having a difficult time finding a business/industry person who could also write educational curriculum; hence, the tech-prep plastics approach for that.

How we put it together is, we have begun working with our counselors. It has been a critical problem—not a problem, a challenge in our district because the counseling staff doesn't do much counseling with students. Doesn't do much assistance with students as far as program planning unless they are four year baccalaureate prep students.

We have embarked upon a year long time task study and are modifying those job descriptions to alter that, so that the instructors—the counselors will have time to visit all of the business/industry representative areas that we have in the area center. Will have some knowledge about what kind of training will go into the program. And then we will be better able to direct students that have an interest.

At this point we are looking at the general population student giving them a technical exploration in the eighth and ninth grade so they can begin to—the counselors can begin to pick as well as the students pick what their area of interest is to match their aptitude.

Ms. **Todd**. In our case we had not begun to work on anything until the tech-prep grant came along. The grant allowed us an opportunity to collaborate with the high school. I went to Mrs. Alexander. And at the same time Mr. Lee, who is a businessman in our community, a Vice President of Greyhound came to us because he was concerned that the people he was employing did not have the skills needed to do the kinds of things that he wanted them to do in the business.

Therefore, we selected the business careers because we felt the largest number of students could be accommodated. With the amount of monies that we had we had to limit it to one professional group; and therefore this was the group that we elected to work with.

You might want to respond further, Mary.

Ms. **Alexander**. I would like to just respond to how we went about selecting those students from the high school.

Now we have—I didn't say earlier that we have about 600 students that are involved in vocational education at my high school. The strongest program that we have in that school is the business education program.

We have a number of students that are not able to get involved in a vocational program because of the academic requirements that they have to meet. And as I said before because of my failure rate.

What we have done, we have identified students that we know are capable. They have showed some signs of that capability. We have identified those students. We have worked through our counselors. We have worked through department chairpersons to get those youngster directly involved in that program.

And it is a matter of, once one youngster got involved in the program other students came along and said, oh, I would like to get involved in that program because I really don't know what I'm going to do after I leave high school, I really have not made any plans. And we are trying to get those students that we know need that extra help and that extra support.

Mr. **Ford**. Well, take a student who would be in a traditional way in a program—a business program like the one at Highland Park Community College, but now is a part of a four year program articulated between Highland Park High School and Highland Park Community College; what does the second student have in their curriculum that the first one doesn't?

Ms. **Todd**. In our curriculum and in our planning we have co-op placement much more than we did in the other program. We have the businessmen in our community saying, send us your student periodically and we will provide for that student business experiences and role model. We have a role model performance, competency in our curriculum that we can begin early.

One of the things that we are finding is our students are dropping out so early. Maybe they are not aware of the benefits of finishing high school. They don't have role models in the home to provide for them. We could do that in a tech-prep situation.

Mr. **Ford**. Would you like to respond to that?

Ms. **Dupuis**. Yes, I would.

The addition that our curriculum allows the student is, they don't have to duplicate the training. In a very basic sense, if they begin as a junior in high school and accomplish the tasks as they're laid out in the curriculum in a two year program they will receive credit for having accomplished between six and 12 college credits.

And once they arrive at the Montcalm Community College campus and complete some minimum requirements, those credits appear on the transcript for them, for having participated in and completed the Heartland's at a certain competency level.

They also get enhanced, an additional training in related math, related science, and related general technologies in the other program areas other than the specific skilled training area that they have elected to participate in.

Mr. **Ford**. Now our bill says that if you apply for a grant you can bill for curriculum that's going to have enriched math, communication skills, and general science.

How would each of you respond to that? What would you do? I didn't hear those terms when you just told me what you were doing now.

Ms. DUPUIS. What we are doing is developing technical focus math, technical focus science, and technical focus communication arts, which the students will participate in in place of what they currently get called generally——

Mr. FORD. That's my intention—that's math that they would not normally be taking as a vocational student.

Ms. DUPUIS. They will get the related vocational——

Mr. FORD. Taking the way you did it before as the norm, that this student in the two by two program—two plus two, right. I always call it two by two. The two plus two program has an enriched exposure to math, more intense.

Ms. DUPUIS. It will be much more intense on our basis because currently the students have—are very ill-prepared to enter their technical training. So our secondary level technical instructors are compensated for lack of basic math ability.

The students who participate in the tech-prep or what we're calling the tech focus program will be ready to enter at initial skill training level, at the secondary program, so that by the time they reach the community college setting they will truly be in advanced skill training. They will not need the remediation that most of the students who currently come into our postsecondary training situations start out needing remediation. They cannot go immediately into advanced skill training for a technical level.

Mr. FORD. Now let me move over. You see what I'm fishing for is what—you are endorsing my bill and I'm wondering if we're talking about trying to get to the same place.

I turn around and you and you and your testimony for the Association said some of the things that we have been saying that led to the development of this approach to the legislation. And you start out with the premise that 80 percent of the new entrants into the work force in the next 10 years and the next 10 years will take us out of the century. We're in the last 10 years of a century.

Before the new century comes in we will have as entrants into the work force people who 80 percent of them will have these characteristics: female; minority; handicapped; not English speaking. Now that's the mix of 80 percent of your new work force; the new people coming into the work force.

Now if you take the statistical measures of how that mix is performing now with traditional education, they are not doing well. We can't compete as a country with a work force if 80 percent of the new people coming into it are going to perform as that 80 percent where those characteristics have performed up until now. A very low percentage of women successfully concluded vocational education, specific work related vocational education. The same with minorities. And that's compounded by the dropout problem and all the other problems that minorities are having.

So you forget why they got there or how they got there. If you look at the numbers about what is happening it creates some urgency.

We have had some interest expressed in this bill by the Business Round Table and National Association of Manufacturers because they've got committees that are sitting around saying, where in the world are we going to get a work force.

When I talk to the Chamber of Commerce and they don't want to beat me up for my plant closing law and for supporting minimum wage, I even hear the Chamber saying, we ought to think about those workers as something other than—something that costs money. We're going to have to have good workers out there or we can't be competitive.

There is more of that sort of thing happening in business that led us to believe that the time had ripened and it takes time for these things to come together. So that maybe we can get business really interested in what the programs could produce for.

A lady from General Motors is involved with a company that has got a very sophisticated variety of programs that they have been using for some time. A program with Washtemaw Community College retraining, in effect, the whole work force virtually for the Willow Run Transmission plant. They have been doing that for years. Not many people know that sort of thing is going on. But 20 years ago they wouldn't have been interested in doing it.

The second industrial revolution has hit us in this century. The first industrial revolution hit us about the time that World War I started when people came off the farm and started making things. And they came to Detroit to make buggies, not cars. And a few of them heard about something called the Model T. But really, that was when people came out of agriculture into manufacturing and then we became the industrial wonder of the world. For a brief time we were as good as Japan. You know, we just astonished all of the Europeans with what happened in this country very quickly. And we had to deal with that so-called industrial revolution in a lot of ways.

Now we're in the second industrial revolution of this century and we, in this area, have seen it coming for years. It started with a vengeance in 1978 here when the auto industry went right down the tubes and took everything that depended on it right with it. And it shocked everybody. But nothing has been the same since. And nothing will ever be like it was in 1979 again in manufacturing in southeastern Michigan. You will never need as many people to make cars. To make steel to make cars. To make tires. To make anything as you did in the past. And you will need even more sophisticated robotics to compete on quality. Somebody has got to work with it. The present system is clearly not turning them out.

What we are really looking for here is something that will turn on businessmen and women to the idea that here is a partnership we can get into that really means something.

Now what I'm already picking up, one person this morning seemed to suggest it, one of the nice things about the two plus two program is that you can get more people to finish college than would otherwise finish. I'm not worried about that.

We are not going to have a shortage of four year college graduates in the next 20 years in this country. There are plenty of people to fill all the seats in those little four year colleges.

As a matter of fact, except for the fact that we can go back to the bad old days of only the children of college graduates going to school, we could repeal Federal aid education and we still wouldn't run out of four year college graduates, except they would all be white, all be male, and all come from families of the upper middle class.

Now, for obvious social reasons of the future country we don't want to return to that. But there is no sense of urgency that we've got to do all that much to fill that supply.

What we do have to do is make sure that we do something for the other people who used to be able to walk into an employment line here after the tenth grade of high school, not a high school graduate. In Highland Park there's a perfect example, ever since the Ford plant was there they didn't have to worry about a high school dropout. You just waited until the sign went up, hiring, and they went and stood in line. All you had to do is keep them out of jail so they weren't in jail the day they were hiring. They would hire them even if they had a jail record. Ford was very good at that, as a matter of fact, in the old days.

But as long as they could show up and the doctor sort of patted them with a stethoscope as they went by and they could sign their name, they didn't have to be literate, they got a job. And in two years they were making enough money to buy a new car and start thinking about getting married.

It was that quick. It was magic. And we did that for probably three generations. At least three generations. It's gone. Now a dropout looks around, there is no place to go without skills.

So I'm worried about whether or not we can marry the needs of his association and therefore the economy of this country, and the needs of people to be able to make a decent living for themselves through something that will more truly equip them for what the needs of industry is going to be in the next decade.

The next decade cannot afford the illiterate immigrant, like our parents who came here. The illiterate person coming out of Appalachia when things are tough. Coming from any other background and taking a job and just watching everybody else until you caught on and you could get a pretty good middle class living. But there is no place to get in the door anymore in industry with that limited ability.

So those folks are further behind the curve than ever. But even our high school graduates are coming out of school in this area not very valuable. We've got an auto plant down river now that is requiring a math and English test, isn't it, or writing test to be an auto worker in an assembly plant.

And we have a steel plant down river that is now requiring a math, science and reading test. And some of you read in the paper about the young man who would be now the third generation of his family to go into that steel mill, and he waited two years to be hired. In the meantime he went to college for two years. He acknowledged in the interview that he was lucky to pass the test after two years of college to be an entry level steel worker in the same plant where his grandpa and his father both retired.

Now that's what we are aiming at. And I understand that some of the vocational people don't like changing the title of this legislation to technical education instead of vocational because you are nudging, if not, pushing a tradition. And God help you with educators if you try to get them to do something different.

But I have heard this panel saying that one of the problems, particularly at this end, is that young people don't identify the value of vocational education.

I hear him saying that it sounds to kids like you're talking about being a factory worker and factory workers are losers now. When dad went in the factory, I mean, they were paying good pay in the auto plants and the steel mills and the rest of it. We aren't paying those big wages early on anymore and the jobs aren't there. So admitting that you want to be a factory worker is not a thing to do with your peer group. I think that's the kind of things I was hearing here.

And so that's what the committee and Gus Hawkins who represents a population that has a lot of this problem, was thinking about that you have to let these people talk about doing something that sounds more—a little bit more sexy to their peers today. I mean, who wants to hang out on a corner and say, I want to be a factory worker today. That was great in my generation but it is not too good today.

That wasn't just an accident that that name change took place; it's an attempt to get people to start using terminology of that kind and upgrade in the kids minds an ambition to take technical training and use terms like training and technology. They're accurate. They accurately describe what we're doing.

The new title of the Act is, Applied Technology Education Amendments of 1989. Now that would get me excited about getting involved. Well, I'm not so sure that the Vocational Education Amendments of 1989 would get me involved unless I was teaching vocational education. That may wake up a whole lot of people who otherwise wouldn't vote for money for this program because we are giving them something new.

We start right off in this Act, right from word one with a new title.

I learned when I passed the Middle Income Student Assistance Act if you picked the right title you got it all whipped. The minute that I gave people a chance to co-sponsor the Middle Income Student Assistance Act, which is really designed for low income people, they jumped on it like it was going out of style. I had Democrats and Rrepublicans, farmers and city people; and that thing passed the House of Representatives with about 10 votes against it. What did we have against it? Ten, 15 votes. Brand new initiative. Scared the devil out of the Carter Administration to spend a billion four that he didn't expect to spend that year. And it went sailing because of the title.

War on Poverty died because of the title. Nobody identified with poverty. If you visited a Job Corps center and started talking to them about participating in the War on Poverty, they shut right off on you. Go to a businessmen's group and say, let me tell you about the War on Poverty, you get this, go ahead and tell me something brother.

But if I say, let me tell you about this Job Corps where we take these poor kids out of a city and stick them on a formerly abandoned military base and teach them they have to get up in the morning and make their bed before they can get something to eat and they have to go to class, now you got every businessman sitting there and smiling. Don't, for God's sakes, tell them that's part of the War on Poverty.

So part of what's going on here is, we're not trying to destroy tradition but trying to update the semantics so that we don't turn people off unnecessarily.

And I have watched you use them here—as you were talking I've seen you sort of switch a little bit, depending on whether you were talking from the administrative side or the customer's side. You are already doing what we are trying to get the rest of the country to do and what we would like to have more of here. So it's not a new idea. It's a way to make it a national initiative. And it's not something we could have done five years ago. You had to get people ready.

Now, we may be wrong. We will find out when we try to get it funded; we're asking for $200 million the first year. And we don't know where we are going to get $200 million.

I should tell you that when I was called out of here they were at that moment over in the Rose Garden announcing that the leaders of the Congress and the White House have come to an agreement on the budget. They have got more money for us to spend on education than we have. So we're going to have to figure out how to get it without taxes. But actually, education looks very good in the numbers. They didn't figure out how to do it, but the numbers is up to 29.1. Function 500 for education would go to a new total of $29.1 billion.

Mr. **Hayes**. That's in the Fortune 500.

Mr. **Ford**. That's a lot of bucks. Two and a half billion of it is designated by the White House for child care and they don't have a bill. So all that money probably won't get spent. But it might mean that while they are waiting to spend some of it that we might be able to squeeze out some for this program.

And if we can get business and schools working together, that's fine. But I will be terribly disappointed if I find out that the principal thing we have created is a recruiting tool for the colleges. And that's, unfortunately, how some people are going to look at it.

At first we drafted the bill and left the four year colleges out of it all together. And then discovered that doesn't work because in some states the community college is really a division of the four year college. And so we had to change it around to let them in.

As a matter of fact, we have even extended it to take in profit-making schools if they are currently giving a two year degree. I'm not going to let somebody take a six week business school and expand it into a two year program to take advantage of this. It's not likely that they could get a consortium with the local public school to begin with.

But there has been a lot of interest in expanding. People who want to get into it, we have tried to resist letting everybody in that wants to be, because the community college is clearly the level at which the most innovation in vocational training is going on in this country.

We want them to relate to the high school where it is traditionally always going; that is the relationship that at this day and time would work best. So we frankly have put together a bill that looks like we are prejudiced toward high schools and community college.

It's not a matter of prejudice; it's a practical appraisal of where the kind of people like you people sitting there, where are you going to find them. You're not going to find them on four year college campuses. You're going to find them working with community colleges like Highland Park, Wayne County, Washtemaw Community College, Oakland; that's where you find them.

I thank you very much.

Mr. Hayes, did you want to say anything?

Mr. **Hayes**. Well, we've got another panel here that is supportive of our bill. A young lady there from Ionia could be helpful if you make direct contact with your representative from that area who is a member of the committee.

Mr. **Ford**. Mr. Henry.

Mr. **Hayes**. Mr. Henry.

Mr. **Ford**. Mr. Henry suggested these folks come.

Mr. **Hayes**. All right. Suggested——

Mr. **Ford**. He would have been here.

Mr. **Hayes**. [continuing] you make sure that he stands up under some pressure that maybe coming from the Administration.

Mr. **Ford**. No. I don't think we're going to have too much trouble.

Mr. **Hayes**. You don't think we will have too much.

Mr. **Ford**. Henry is a co-sponsor.

Mr. **Hayes**. I get a little worried when they start talking about choice. I don't want the kind of approach when they start distributing the funds and the direction of those schools, those educational institutions that are more available—accessible to the front than there are those that don't have money.

As a matter of fact, when you get a technical school that's miles away and is being funded with Federal funds and say, their kids live in the ghetto, he can go to that school to get a technical education with no money for transportation to get there. You just stay out of it.

I just want to say that I'm appreciative of the kind of support that we have gotten here.

There is one thing that I should raise and I would like some response. I probably should have raised it before with the person who had it as a part of their testimony. And I will read part of it to you because I would like your reaction to it because I think to some extent you have touched upon it.

He says: "As you are well aware much of the education reform efforts have meant an increase in such things as time, courses, and credits which may be beneficial to some students, but for others may even be a detriment, particularly if such increases result in more dropouts."

Now my question is, he goes on with: "I recommend that by the ninth grade every student have an individual student learning plan that would identify the academic and employability skill competencies to be achieved to meet each student's career and educational goal. This plan will also include parental involvement."

Now do you think that is waiting a little late? Some have suggested that they ought to have some plan even in the seventh grade rather than wait until the ninth grade.

I would like some reaction.

Ms. Todd. Mr. Hayes, our proposal begins with the seventh grade. And come this fall we will be implementing our plan on the seventh grade. We will have an educational development plan for every single student.

In addition to that, we believe that the student should be tested so that we can get some idea of where his propensities are. And we have a tool, the applicant assessment tool that we are using for that.

We plan not only to test the student but to support him at every level in relation to career awareness; career exploration. Because students may plan to do one thing, but they also may change. So that the educational adjustment plan or educational development plan will be adjusted as the student moves along.

By the time he reaches us in the community college we can then zone in on the kind of thing that Mr. Greenbury is talking about and at the community college level we can prepare that master technician that we now are not preparing.

Ms. Dupuis. We also have an education development plan or employment development plan that changes magically when one hits the ninth grade, from one to the other. That begins at the seventh grade. But I would support not requiring that it be finalized until the ninth grade and the students have had adequate time and opportunity for occupational and technical exploration.

Students need an opportunity to see what the world is all about. And many of our Ionia students, we are a rural area, is not allowed an opportunity to visit the plants and don't know what technology is available to them. We have to concentrate on that exploration before they choose a cluster area in which they would like to do further exploration in training.

So for our purposes the ninth grade is appropriate. For other purposes the seventh. I think Middle School is something we can all pretty much agree upon from what my colleagues and I have talked about.

Mr. Ford. I have a statement here from John Olson, Director of Vocational Education at Genesee Intermediate School District attaching a study on the background of students participating in these programs: Fenton; Linden; Lake Fenton School districts.

And without objection this will be inserted at this point in the record.

[The prepared statement of John Olson follows:]

Public Hearing on Reauthorization

of

Vocational Education Legislation

Friday, April 14, 1989, 9:00 a.m.

William D. Ford Vocational-Technical Center

36455 Marquette

Westland, Michigan

Submitted by: John C. Olson, Director
Vocational Education

Genesee Intermediate School District

2413 West Maple Avenue Flint, Michigan 48507-3493 (313) 768-4400

April 13, 1989

To Whom It May Concern:

The attached study was designed and completed by Patricia Wagner, coordinator of vocational/technical education in the Fenton, Linden and Lake Fenton school districts in Michigan.

The study provides an excellent profile of students enrolled in vocational/technical education relative to their academic skills. It then compares academic information to a follow-up of completers of the program. Such a comparison reflects the value of the program to the students.

This information is reproduced with the permission of Mrs. Wagner. We thank her for her efforts.

Sincerely,

John C. Olson
Director of Vocational Education

JCO:ca

Attachment

Rachael E Moreno
Associate Superintendent

David E. Spathelf
Superintendent

Thomas B. Princinsky
Associate Superintendent

Lawrence P. Ford
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Lorette J. Manwaring
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CHAPTER III

INTRODUCTION

The purpose of this study was to determine and provide an educational profile on students from three districts who are enrolled in the trade and industry vocational-technical education classes. For the past three years (1986-87, 1987-88 and 1988-89) a compilation of grade point averages was done for each student. In October, 1986, the California Achievement Survey Test (CAT) was administered to each student to determine the reasoning, mathematics, and reading levels of the students. A compilation of those scores will be compared to the results of the May 1988 annual follow-up of vocational students who have completed the two-year programs as required by the State Department of Education. This comparison will help determine the value of vocational-technical education in meeting the needs of all students, especially those who are below average students.

A study of the dropout rate for the students in the programs was done to determine the value of the programs in terms of serving "at risk" students.

The data was collected on students in three districts who attend a consortium vocational-technical education school for trade and industry classes. Schools in the consortium are: Fenton Public Area Schools, Lake Fenton Community Schools, and Linden Community Schools.

The following procedures were used in collecting data for the study:

1. In October, 1986, all students enrolled in vocational auto body, auto mechanics and welding were tested for language, math, and reasoning levels using the California Achievement Survey Test (CAT). Test results were posted to the records by reasoning, math, and reading levels. Students who tested five levels below normal were identified.

2. Prior to the beginning of the fall semester in 1986, all special education students were identified.

3. In September and October, 1986, a compilation of cumulative grade point averages was done for each student. All students with a grade point average of 1.5 or less were identified.

4. In May, 1988, the annual follow-up was conducted by the placement coordinator to fulfill the State requirements for vocational education funding. (NOTE: The follow-up included only those students who graduated in June, 1987, since vocational students are surveyed one year after graduation.)

STUDENT ACADEMIC DATA

Grade Point Distribution

There were 150 students enrolled in the auto body, auto mechanics, and welding classes. The distribution of grade point averages for students are as follows:

TABLE I

Grade Point Distribution by Program

GPA	AB	AM	WE	Total
0- .5	2	0	1	3
.51-1.0	2	1	1	4
1.01-1.5	8	7	6	21
1.51-2.0	14	19	14	47
2.01-2.5	16	19	18	53
2.51-3.0	3	9	6	18
3.01-3.5	1	2	1	4
3.51-4.0	0	0	0	0
Total	46	57	47	150

See Appendix B through B-3 for grade point distribution raw data.

Special Needs Distribution

	AB	AM	WE	Total
Handicapped	11	12	13	36
Disadvantaged	12	5	6	23
Total	23	17	19	59

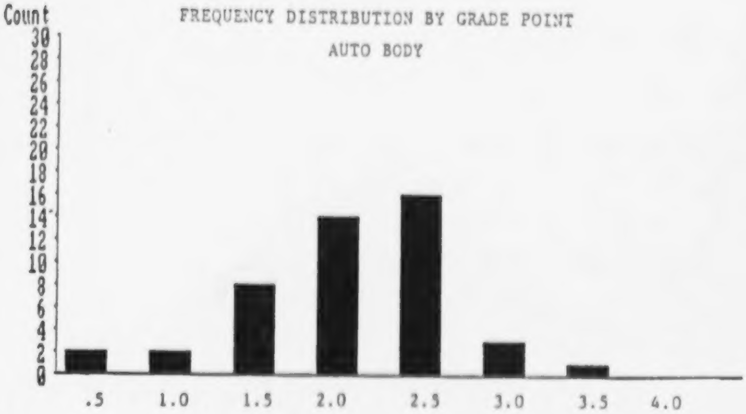
GPA = Cumulative Grade Point Average
AB = Auto Body   AM = Auto Mechanics   WE = Welding
Disadvantaged = 1.5 or less gpa

The following graphs presents the grade point distribution for students enrolled in each of the three vocational-technical education classes studied.

GRAPH I

FREQUENCY DISTRIBUTION BY GRADE POINT

AUTO BODY

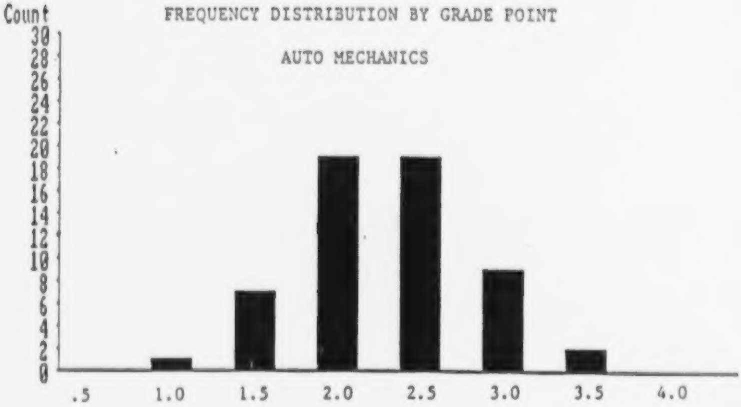


Graph I indicates that twenty-six of the forty-six students (56.5%) enrolled in the auto body classes had a 2.0 or less grade point average. Forty-two (91.3%) of the students had a 2.5 or less grade point average. Only four students (8.7%) had 2.5 or higher grade point average. In addition, twenty-three of the auto body students (50%) qualified for the special needs program. (See Table I).

GRAPH II

FREQUENCY DISTRIBUTION BY GRADE POINT

AUTO MECHANICS

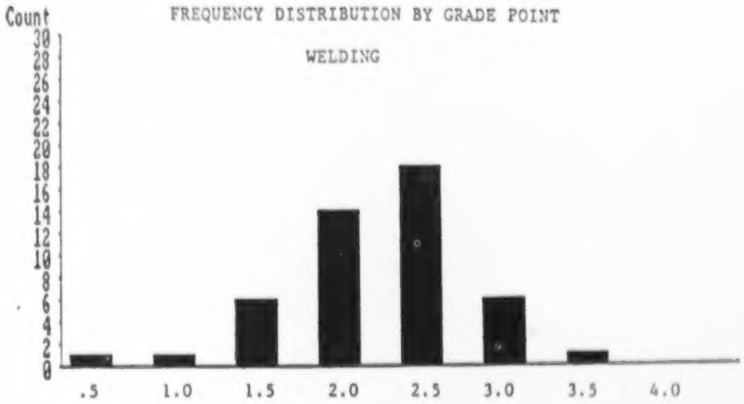


Graph II indicates that twenty-seven of the fifty-seven auto mechanics students (47.4%) had a 2.0 or less grade point average. Forty-six students (80.7%) had a 2.5 or less grade point average. Eleven students (19.3%) had 2.5 or higher grade point average. Seventeen of the students (29.8%) qualified for the special needs program.

GRAPH III

FREQUENCY DISTRIBUTION BY GRADE POINT

WELDING



Graph III indicates that twenty-two of the welding students (46.8%) had a 2.0 or less grade point average. Forty (85.1%) of the students had a 2.5 or less grade point average. Seven (14.9%) had 2.5 or higher grade point average. Nineteen (40.4%) of the welding students qualified for the special needs program.

Reading and Math Levels

Following is a summary of the number of students who scored 5th grade level or below in reading and/or math on the California Achievement Test. (See Appendix A for student data).

TABLE II

Grade Level	Math	%	Reading	%
1-3	50	33.33	5	3.33
4-5	64	42.67	26	17.33
TOTAL	114	76.00	31	20.67

*17 students were absent and not tested or were adults who were enrolled in the program.

Analysis of Academic Data

The data indicates that:

1. 128 students, or 85.33% of those enrolled, in the trade and industry programs in the three districts had a grade point average of 2.5 or less.
2. 50% of the students enrolled in the trade and industry classes had a 2.0 grade point average or less.
3. There were 23 students (15.33%) who were academically disadvantaged.
4. 36 students were identified as handicapped students. That was 24% of the total number enrolled in the programs. (See Appendix A)
5. There were 114 students (76.0%) who tested at 5th grade math level or below, and 50 students who tested at 3rd grade level or below.
6. 20.67% of the students scored at least five grade levels below normal on the California Achievement Test in reading.

GRADUATION REQUIREMENTS INFORMATION

Increased Graduation Requirements

One of the districts, Linden Community Schools, added graduation requirements. They increased from 20 total credits required for graduation in 1984-85, to 21.5 total credits in 1989.

Following is a comparison of the 1983-84 requirements to the increased credits required for graduation which were implemented in the 1984-85 school year.

TABLE III

	1983-84 Cred Requirement	1984-85 Cred Requirement	
English	3.0	4.0*	1.0 increase
Mathematics	2.0	3.0	1.0 increase
Science	1.0	3.0	2.0 increase
Health	0.5	0.5	same
Physical Ed.	1.0	0.5	less
Social Studies	2.5	3.0	0.5 increase
Total Required	10.0	14.0	4.0 increase

*One full credit of basic composition required and .5 credit of public speaking required.

When the graduation requirements were increased, the enrollment in vocational-technical education classes decreased. An analysis of vocational enrollments from the 1983-84 to 1987-88 is included in Appendix A-1. There is a direct correlation of the graduation requirements to the vocational education enrollment in the districts.

Counselors indicated the decreased enrollment was due to students having to repeat failed classes that were required and/or not being able to fit them into their schedules. According to statistics kept by the counselors in Linden, there is an increase in the number of freshmen and sophomores who failed at least one class during the 1986-87 school year.

DROPOUT RATE INFORMATION

Since the implementation of the increased graduation requirements at Linden the dropout rate for Linden has increased from 1.1% per year in 1983-84 to 1.8% per year in 1985-86. The total enrollment for Linden was 2422 in 1983-84 and 2370 in 1985-86.

Fenton and Lake Fenton High Schools modified their graduation requirements to comply with the requirements mandatory to receive incentive monies offered through the state aid formula. The total number of credits required for graduation did not change in these districts. Their dropout rates have not changed (See appendix D, and D-1) from 1983-84 to 1985-86.

An increase in graduation requirements had a slight effect on the dropout rate in Linden, which was the district that added credits necessary for graduation. The districts that kept the total number of credits unchanged had no change in the dropout rate.

It makes no sense to discourage students from completing high school by requiring credits that cause them to feel enough frustration that they decide to give up. Educators must accept responsibility to meet the needs of all students and explore every possible means available to keep them in school. Vocational-technical education is one alternative for those potential dropouts.

FOLLOW-UP INFORMATION

The follow-up of the 1987 graduates from the trade and industry programs was conducted in May, 1988. Students were surveyed to evaluate employment, and continuing education status. (See appendix .) Table IV provided an analysis of the information gathered:

TABLE IV

	Auto Body		Auto Mech		Welding	
Employment Status	No.Stu	%	No.Stu	%	No.Stu	%
Full-time related	1	8.33%	5	23.81%	8	29.63%
Full-time non-related	2	16.67%	3	14.29%	7	25.93%
Military	5	41.67%	3	14.29%	6	22.22%
Continuing Education	3	25.00%	8	39.10%	4	14.81%
*Full-Time Related	0		0		1	
*Part-time related	0		3		0	
*Part-time non-related	0		2		0	
Unemployed	0		1	4.76%	1	3.70%
Info not available	1	8.33%	1	4.76%	1	3.70%
Total Surveyed	12		21		27	

*Included in Continuing Education, but are also working.

Of the 12 auto body completers surveyed, 11 were working full-time, serving in the military, or continuing their education. That means that 91.67% of the students who completed the program fell into those categories.

In the auto mechanics program 19 of the 21 program completers surveyed were working full-time, serving in the military, or continuing their education. That is 91.49% of the auto mechanics students who completed the programs.

The welding program had 27 program completers surveyed of which 25 were working full-time, serving in the military, or continuing their education. 92.59% of the welding program completers have been successfully employed or are continuing their education.

Special Needs Information

Follow-up data was studied relative to how successful handicapped and academically disadvantaged students were after graduation from high school. Table V indicates the numbers in each category.

TABLE V

Employment Status	Handicapped	Disadvantaged
Full-Time Related	1	1
Full-Time Non-Related	4	
Military	3	1
Continuing Education	2	1

Analysis of Follow-up Data

An analysis of the follow-up data strengthens the argument for vocational training for many students. The data indicates that:

1. 23.33% of the total completers in trade and industry programs were working in full-time jobs related to the area in which they were trained.

2. 20% of the total program completers in trade and industry programs were working in full-time jobs that were not related to their vocational training. However, when the dropout potential is considered, the fact that they are employed at all is a success story in itself.

3. 23.33% of the total program completers in trade and industry programs entered the military service. The military was highly promoted in the programs offered at the Three-District Center because it was an important option for many of the students. Often, graduates from those programs were granted advanced status upon entry into the military advances because of the training already received.

4. 25.0% of the total program completers in trade and industry graduates were continuing their education. When the total profile of students enrolled in these programs is studied, this statistic lends credibility to the theory that successful experiences promote a good self-image which encourages students to try for higher plateaus.

5. Only 3.33% of the total completers in trade and industry were unemployed. Youth unemployment statewide runs approximately __%. When these vocational graduates are compared to those figures, it is easy to see the success of the programs.

6. Ten handicapped students who completed the programs were either working full-time, serving in the military, or continuing their education. This is an astounding success story. One factor that was not mentioned previously is that the students had to compete for a slot in the advanced programs. Instructors selected the students who would be enrolled in the second year of the programs based on their performance in the first year. That means that in one year these students showed enough progress or

potential in the programs that they were selected over regular education students.

SUMMARY OF DATA PRESENTED

An analysis of the student data provides a profile showing the mix of students is more heavily weighted toward low-achievers and special needs students. More than one-half of the students who were enrolled in the vocational classes were lower than average students. While 50% of the students had a 2.0 or less grade point, and another 35.3% had a grade point average between 2.0 and 2.5; only 14.6% of the students had higher than a 2.5 grade point average.

Mathematics levels were very low for the students enrolled in the programs. A total of 76% of the students had fifth-grade, or lower, scores in mathematics.

The number of students scoring poorly in reading was not as severe as the math. Only 20.7% of the students tested were fifth-grade level or less in reading skills. The schools involved in this study are having more success with the reading programs.

The dropout rate increased by .7% within two years in the district that added credits necessary for graduation. While that is not a significant increase, there is need for caution. The greatest concern should be the limited opportunities for "at risk" students when graduation requirements are increased. Those who need vocational-technical training as an option are denied access because of the limited number of hours available if they have failed classes as freshmen or sophomores.

The follow-up of 1987 vocational graduates proves that vocational-technical education does work for students who do not function well in the traditional educational environment. Handicapped and academically disadvantaged students are being successful in the vocational-technical education programs. The data shows that 91.66% of the graduates, which includes ten handicapped students, are working full-time, serving in the military, or continuing their education.

CHAPTER IV

SUMMARY, CONCLUSIONS, RECOMMENDATIONS

This study was conducted to provide a profile of the 1986-87 students enrolled in trade and industry classes offered by a three-district consortium. The data was gathered over a two-year period from September, 1986 to May, 1988.

A review of various reports in school reform and their effect on increased graduation requirements and dropout rates was completed. In addition, literature was reviewed that related to learning styles.

A compilation of grade point averages, math and reading levels, and special needs information was done for all students. In addition, a study of the effect of increased graduation requirements on the dropout rate in the three districts was completed.

The information was correlated to the 1988 annual follow-up of graduates from the previous year's vocational-technical education programs.

SUMMARY

Several of the various reports and articles written relative to school reform cautioned against reform that ignored students who were "at risk". Many of the articles presented in the literature review recognized the need for a "hands on" educational approach for students who learn by doing. There is a need for programs that provide opportunity for students to be successful. This study substantiates the philisophy that vocational-technical education is effective instuction for many of the students. A review of the following statistics relative to student achievement and follow-up information indicates that the three programs studied is meeting the need of students in the Fenton, Lake Fenton, and Linden School Districts:

1. Three-fourths of the students in the three discipline areas of vocational-technical education which were studied were deficient in math.
2. Four of every five students in the three discipline areas of vocational-technical education which were studied had a grade point average of 2.5 or less.
3. One-half of the students in the three discipline areas of vocational-technical education which were studied had a grade point average of 2.0 or less.
4. There is a 90-95% placement rate for graduates of the vocational-technical education programs.
5. Approximately 26.3% of the graduates are continuing their education upon graduation.

The follow-up statistics are especially impressive for those students who were identified and placed in special needs categories. Ten handicapped students who completed the two-year programs are working full-time, serving in the military, or continuing their education.

CONCLUSIONS

Vocational-technical education is very important to many academically disadvantaged and "at risk" students. Following are other conclusions supported by the data presented.

1. There is a need to be cautious about increasing the graduation requirements. There must be concern

expressed for "at risk" students when boards of education consider limiting opportunities by increasing graduation requirements. Those who need vocational-technical training as an option must have access in spite of the limited number of hours available if they have failed classes as freshmen or sophomores.

2. Attention must be given to different learning styles of students.

3. Grades are not the only indicator of student achievement. Follow-up studies show that 91.9% of the students who completed vocational-technical training programs are employed, serving in the military, or continuing their education.

4. Students will succeed if they have a positive self-image and are interested in what they are learning. However, there should be earlier access to vocational-technical education at the secondary level to replace courses that cause low self-esteem of at-risk students with courses that provide experiences that would reward students' efforts with positive real world outcomes. This may have the effect of raising their career aspirations and social competence.

RECOMMENDATIONS

1. The State of Michigan should upgrade and expand the Vocational Education Data System (VEDS) to include data presented in this report. The statistical data relative to grade point averages, MEAP scores, and follow-up information would generate the necessary statewide data to make a strong case for vocational-technical education at the secondary level. It would validate the numbers of special needs and "at risk" students being served.

2. Local Educational Agencies should review the materials presented in the ACTIVE project and allow waivers of graduation requirements for vocational-technical education classes that fulfill competencies required in academic classes. (See appendix E). This would allow students options for fulfilling the graduation requirements which would give them a chance for success, and perhaps keep them in school.

3. Counselors should be encouraged to use student records as a guideline and recommend vocational-technical education to students currently enrolled in the general education tracks. The model suggested by Dale Parnell in The Neglected Majority should be studied and implemented.[1] This would assure that students were prepared upon graduation for a job or for further training.

4. Vocational-technical education should strive to promote the image of vocational education as a learning style that integrates basic skills and vocational-technical education skills instuction in projects that produce visible results. Academic skills may then seem more meaningful and relevant to the students, and more acceptable to academic collegues. All education is job or work-oriented. People must come to respect the value of specific skills--especially the vocational-technical skills that will supply the technicians of the future. And, to accomplish this, vocational-technical educators should promote articulation and coordination with community colleges in identified areas of training.

Mr. FORD. Do you have anything else, Mr. Hayes?

Mr. HAYES. No.

Mr. FORD. You've heard us making comments when we sat down about—very frankly, we are both feeling pretty good that we voted against sending that money to the contras last night. We will catch a little hell because that means we are soft on communism, I guess.

But a member of our committee had a lot to do with how some of us came down on it. Pat Williams succeeded me as the Chairman of the Postsecondary Education Subommittee and Pat is a Democrat from Montana.

He pointed out yesterday that if we took that money that we voted and Senate voted after we did, the President was waiting for it and it's on its way over. This is only going to be spent over 10 months. Not over a whole year, 10 months. But what it would do for a whole year is put 35,714 additional Pell grants out there at $1400 a piece.

Or if you wanted to increase the money in Chapter 1 it would take care of 59,666 poor American kids.

If you put it in the education for the handicapped program it would take care of 7,893 handicapped kids.

If you put it in Head Start you could take care of 18,769 more kids in Head Start than were taken care of this year.

Or if you put it in the Job Corps you could put 2,893 more people through Job Corps than we did last year.

I think it is kind of important for you people in education to hear it because this is the kind of trade offs that we are talking about. There is an agreement today to cut $99.4 billion out of the budget which would give the President the numbers so that he can keep his promise and have no new taxes.

That means that something has got to be cut here and there and elsewhere. I've got to find a way to cut an additional billion dollars out of benefits for Federal employees within the next 60 days without being killed by their unions.

Now, every penny that we use for anything has to come from some place if we're not going to go out and let the people pay for it. And when we put money out like this in a fast foreign aid apology for being wrong down there for a long time, this is what it costs us in education. This is where the education bucks are. It is fine to say we want to spend more on education. But if we keep spending it some place else it isn't there.

It really was brought home to me last night, and when I saw this—and then George Miller from California pointed out to me when I said, I feel like voting against the contras, George, because their leaders just raised hell when we cut their pay because one of them was scheduled to go on a European trip and we cut into his time at the spa. And then he announced that he wasn't going back for the elections in Nicaragua because he suspected that the communists would renege on the election anyhow.

George straightened me out. He said, that's not why he doesn't want to go back to Nicaragua. The per capita income in Nicaragua is $800 per year, per person is $800. So if he goes back and gets a full-time job that's about what he is worth. If he stays where he is in the camp and plays volleyball and uses the pool, we're going to give him $52,000 out of the aid package to sit there for the next 10 months. So why go back to Nicaragua and participate in the election.

Now that's how silly we are about throwing money away if you're doing it to fight communism.

That's the end of the hearing.

[Whereupon, at 1:10 p.m. the subcommittee adjourned.]

[Additional material submitted for the record follows.]

WAYNE-WESTLAND COMMUNITY SCHOOLS
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Dr. Dennis O'Neill, Superintendent **Edwin N. Ferguson**, Principal

April 19, 1989

Mr. Tom Wolanin
House Office Building
239 Cannon Building
Washington, D.C. 20515

Dear Tom,

It was a pleasure having you, as a member of the congressional team visiting us last week at the William D. Ford Vocational/Technical Center. Your knowledge and enthusiasm for vocational education is evident and we appreciate all of your efforts on our behalf.

As you may recall, during the discussion at the end of my testimony, Congressman Ford asked the question relative to any problems we may see in the formula that has been proposed for the Special Needs population. You may recall that I had a question relative to our adult enrollment. Our particular problem is this. Adult students do not qualify to be counted for Title I-ESEA eligibles, or any other category, other than the fact that some are designated handicapped. In fact, they are not officially handicapped according to 94-482, the Federal Handicap law, because they are high school completers or graduates, yet their handicapping condition may still exist and they may be unemployed. In the retraining of these people, our intent and purpose is to provide them with the most meaningful experience that we can by including them in our Special Needs project. The fact that we can't count them in order to receive the necessary funds to provide the project is a distinct disadvantage to us.

Therefore I would propose that under the legislation that a special category be set up so that secondary institutions could apply for funding for adult special needs students, based upon their previous year's enrollment of that said category. This would then keep it in consistency with the formula as you have proposed as I understand it.

Anything you can do to help us along this line will be greatly appreciated. Thanks again for your support, and we certainly enjoyed having you here.

Sincerely,

Edwin Ferguson
Edwin Ferguson
Principal/Vocational Director

EF:as

cc: Jack Jennings ✓
Dr. Dennis O'Neill

Marie Pleuss, Assistant Principal **Rick Hamrick**, Assistant Principal **Greg Baracy**, Assistant Principal

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